

[H.A.S.C. No. 112-57]

**THE RESERVE COMPONENTS AS AN
OPERATIONAL FORCE: POTENTIAL
LEGISLATIVE AND POLICY CHANGES**

HEARING

BEFORE THE

SUBCOMMITTEE ON MILITARY PERSONNEL

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDRED TWELFTH CONGRESS

FIRST SESSION

HEARING HELD

JULY 27, 2011



U.S. GOVERNMENT PRINTING OFFICE

68-165

WASHINGTON : 2012

SUBCOMMITTEE ON MILITARY PERSONNEL

JOE WILSON, South Carolina, *Chairman*

WALTER B. JONES, North Carolina

MIKE COFFMAN, Colorado

TOM ROONEY, Florida

JOE HECK, Nevada

ALLEN B. WEST, Florida

AUSTIN SCOTT, Georgia

VICKY HARTZLER, Missouri

SUSAN A. DAVIS, California

ROBERT A. BRADY, Pennsylvania

MADELEINE Z. BORDALLO, Guam

DAVE LOEBSACK, Iowa

NIKI TSONGAS, Massachusetts

CHELLIE PINGREE, Maine

CRAIG GREENE, *Professional Staff Member*

DEBRA WADA, *Professional Staff Member*

JAMES WEISS, *Staff Assistant*

CONTENTS

CHRONOLOGICAL LIST OF HEARINGS

2011

| | Page |
|---|------|
| HEARING: | |
| Wednesday, July 27, 2011, The Reserve Components as an Operational Force: Potential Legislative and Policy Changes | 1 |
| APPENDIX: | |
| Wednesday, July 27, 2011 | 25 |

WEDNESDAY, JULY 27, 2011

THE RESERVE COMPONENTS AS AN OPERATIONAL FORCE: POTENTIAL LEGISLATIVE AND POLICY CHANGES

STATEMENTS PRESENTED BY MEMBERS OF CONGRESS

| | |
|---|---|
| Davis, Hon. Susan A., a Representative from California, Ranking Member, Subcommittee on Military Personnel | 2 |
| Wilson, Hon. Joe, a Representative from South Carolina, Chairman, Sub- committee on Military Personnel | 1 |

WITNESSES

| | |
|---|----|
| Callahan, RADM David, USCG, Acting Director of Reserve and Leadership, U.S. Coast Guard Reserves | 10 |
| Carpenter, MG Raymond W., USA, Acting Director, Army National Guard | 5 |
| Debbink, VADM Dirk J., USN, Chief of Navy Reserve | 8 |
| McKinley, Gen. Craig R., USAF, Chief, National Guard Bureau | 3 |
| Moore, Maj. Gen. Darrell L., USMC, Director, Reserve Affairs Division, U.S. Marine Corps Reserve | 9 |
| Stenner, Lt. Gen. Charles E., Jr., USAF, Chief, Air Force Reserve | 6 |
| Stultz, LTG Jack C., USA, Chief, Army Reserve | 7 |
| Wyatt, Lt. Gen. Harry M., III, USAF, Director, Air National Guard | 4 |

APPENDIX

PREPARED STATEMENTS:

| | |
|--|-----|
| Callahan, RADM David | 153 |
| Carpenter, MG Raymond W. | 49 |
| Davis, Hon. Susan A. | 30 |
| Debbink, VADM Dirk J. | 122 |
| McKinley, Gen. Craig R. | 32 |
| Moore, Maj. Gen. Darrell L. | 145 |
| Stenner, Lt. Gen. Charles E., Jr. | 77 |
| Stultz, LTG Jack C., joint with Command Sgt. Maj. Michael D. Schultz, U.S. Army Reserve | 84 |
| Wyatt, Lt. Gen. Harry M., III | 41 |
| Wilson, Hon. Joe | 29 |

IV

| | Page |
|--|------|
| DOCUMENTS SUBMITTED FOR THE RECORD: | |
| Statement of David L. McGinnis, Acting Assistant Secretary of Defense for Reserve Affairs | 161 |
| WITNESS RESPONSES TO QUESTIONS ASKED DURING THE HEARING: | |
| Ms. Bordallo | 193 |
| QUESTIONS SUBMITTED BY MEMBERS POST HEARING: | |
| Ms. Bordallo | 200 |
| Mr. West | 201 |
| Mr. Wilson | 197 |

**THE RESERVE COMPONENTS AS AN OPERATIONAL
FORCE: POTENTIAL LEGISLATIVE AND POLICY
CHANGES**

HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
SUBCOMMITTEE ON MILITARY PERSONNEL,
Washington, DC, Wednesday, July 27, 2011.

The subcommittee met, pursuant to call, at 2:12 p.m., in room 2212, Rayburn House Office Building, Hon. Joe Wilson (chairman of the subcommittee) presiding.

OPENING STATEMENT OF HON. JOE WILSON, A REPRESENTATIVE FROM SOUTH CAROLINA, CHAIRMAN, SUBCOMMITTEE ON MILITARY PERSONNEL

Mr. WILSON. Ladies and gentlemen, I would like to welcome everyone to a subcommittee meeting of the Military Personnel Subcommittee of the House Armed Services Committee. Our topic today is "The Reserve Components as an Operational Force: Potential Legislative and Policy Changes."

And we truly have a distinguished panel here today. This is as good as I have ever seen in my service in Congress. So I thank you for being here.

Today, the subcommittee will turn its attention to the important issue of maintaining an operational Reserve that has been deployed as a partner with its Active Component for the last 10 years.

The committee believes the Reserve Component will continue to serve an important and vital role post Iraq and Afghanistan as the United States military continues to engage in conflict, partnership efforts, and humanitarian assistance around the globe.

The key issue before us today is the ability to maintain access to the operational Reserves in a future peacetime environment when the military is not operating under the emergency mobilization authority.

We will examine a Department of Defense [DOD] proposal to provide a more flexible involuntary mobilization authority and how the Reserve will maintain a ready and viable force.

To help us explore these issues, we are joined today by an excellent and extraordinary panel consisting of the chief of the National Guard Bureau and chiefs of the Reserve Components.

I would ask that all witnesses keep their oral opening statements to 3 minutes. Without objection, all written statements will be entered into the record, to include testimonies submitted for the record by Mr. David L. McGinnis, Acting Assistant Secretary of Defense for Reserve Affairs.

[The information referred to can be found in the Appendix on page 161.]

Mr. WILSON. Before I turn it over to our dedicated ranking member, Mrs. Susan Davis from California, I would like to introduce our panel. We are honored today to have General Craig R. McKinley, U.S. Air Force, Chief, National Guard Bureau; Lieutenant General Jack Stultz, U.S. Army, Chief, Army Reserve; Vice Admiral Dirk Debbink, U.S. Navy, Chief of Naval Reserve, Lieutenant General Charles Stenner, U.S. Air Force, Chief, Air Force Reserve; Lieutenant General Harry Wyatt, U.S. Air Force, Director, Air National Guard; Major General Raymond Carpenter, U.S. Army, Acting Director, Army National Guard; Major General Darrell L. Moore, U.S. Marine Corps, Director, Reserve Affairs Division, U.S. Marine Corps Reserve; Rear Admiral David Callahan, U.S. Coast Guard, Acting Director of Reserve and Leadership, U.S. Coast Guard Reserves.

I now turn to Mrs. Susan Davis for her opening remarks.

[The prepared statement of Mr. Wilson can be found in the Appendix on page 29.]

STATEMENT OF HON. SUSAN A. DAVIS, A REPRESENTATIVE FROM CALIFORNIA, RANKING MEMBER, SUBCOMMITTEE ON MILITARY PERSONNEL

Mrs. DAVIS. Thank you, Mr. Chairman.

And I certainly look forward to hearing from our Reserve Component leadership today. I have to tell you from where we sit right here, it really is a very distinguished and impressive panel and we appreciate you all being here.

It is very bright, actually.

Last year, we focused our attention on what it means to be an operational Reserve Force and examined what policies, what laws and practices needed to be addressed to ensure a sustainable Reserve Force.

Since September 11th, 2001, nearly 650,000 National Guardsmen and reservists have been deployed, the majority of whom have served in the theater of combat operations.

Over the past 10 years, the Reserve Components have transitioned from a strategic Reserve to an operational one. However, as requirements for deployment begin to decline, the question for the Reserve Components is how they maintain their operational role in an era in which we will see decreasing resources.

One of the questions that we have before the subcommittee is what legal authorities and policies are needed to best support the continued development of the Reserves as an operational Reserve Force while ensuring that the understanding and support from families, communities, and employers for continued deployment of Guard and Reserve personnel continues.

Mr. Chairman, I am interested in hearing from our witnesses on how best we can address this question and others as we move forward in this new environment. Thank you very much.

[The prepared statement of Mrs. Davis can be found in the Appendix on page 30.]

Mr. WILSON. Thank you, Mrs. Davis.
General McKinley, you may begin.

**STATEMENT OF GEN. CRAIG R. MCKINLEY, USAF, CHIEF,
NATIONAL GUARD BUREAU**

General MCKINLEY. Chairman Wilson, Ranking Member Davis, members of the subcommittee, it is an honor and a privilege to be here with you today. Mr. Chairman, we welcome your leadership to the subcommittee and we are incredibly proud to have a former member of the National Guard chairing this important subcommittee. We are also proud to have your son serving in our ranks. Thank you.

Today, there are 460,000 members of the Army and Air National Guard. Our strength is on mark and our retention is even better.

With me today and assisting me is our director of the Air National Guard, General Wyatt, and our acting director of the Army National Guard, General Carpenter. And I also have our director of our Joint Staff Major General Randy Manner with us today.

Over the past 10 years, the military operations in Iraq, Afghanistan, and elsewhere around the world, the National Guard has been a full partner. As a member of the total force, National Guard successfully transformed into an operational force.

This transformation would not have been possible without the significant investments this Congress made in the National Guard and Reserve. And we thank you all very much for that support. We must continue to be used as an operational force, we believe, so that significant investment is not squandered.

Today, our Nation faces many threats. One of the most significant national challenges is our current fiscal situation. As the Department of Defense evolves to match emerging threats, they must do so with an eye towards fiscal responsibility. This includes openness and transparency in its planning for the future budget and force structure of the Reserve Component.

Budget cuts and decisions must not disproportionately affect the Reserve Component in our new role as an operational force. The fiscal decisions made today will dramatically influence the Reserve Component of the future and ultimately the Nation's ability to respond to future contingencies at home and abroad.

Of particular importance to us is codifying assured access to the National Guard; that is why we work closely with the Army, the Air Force, the Secretary of Defense and the Governors of this Nation to develop a legislative proposal to change current call-up authorities for the Reserve Component.

This proposal would ensure the Secretary of Defense can support combatant commanders' needs for missions other than war. This authority will also allow the Department of Defense to utilize the National Guard's unique capability throughout the world.

Today, the National Guard supports many combatant commanders in theater security cooperation missions. The State Partnership Program is an example of a global influence the National Guard's unique capability can provide.

The need for partnership building missions will continue to grow in the future and the National Guard stands ready to provide its years of expertise. Although the demands for these missions will continue to grow, today many of the combatant commanders' priorities are unfunded to the Department's guidance for employment of

the force. That is why along with access, it is crucial that the operational force is fully-funded.

Estimates for the costs of the Reserve's operation role vary greatly, that is why it is important to begin transparent budget planning now. Today, the overseas contingency operation accounts fund much of the Reserve Component deployment, training, and family support.

To ensure continued funding to support the operational force, our training readiness equipment and personnel cost must be included in the base budget. I am thankful that the Active Army has taken these concerns seriously and included the National Guard's operational role in their future budget planning.

The Department of Defense must embrace the reality of the Reserve as an operational force and the associated costs and adequately address them in future programming.

As an operational force, it is important that the National Guard leadership structure reflect the crucial role our forces are playing. The National Guard Bureau has grown with the soldiers and airmen of the operational force and is now a joint activity and no longer simply a support entity.

Our knowledge and experience in homeland security issues is unrivaled in the Department of Defense. And we are the only force that can advise the Department of Defense leadership on the crucial role National Guardsmen play at the local level.

A top priority during my 10 years as chief is to ensure the organization of National Guard Bureau supports our new role, as that joint activity to the Department of Defense and fosters the development and mentorship for future general officers to serve in my current position.

I would like to ask General Wyatt to make a brief statement, as well as General Carpenter, and then I look forward to answering your questions.

[The prepared statement of General McKinley can be found in the Appendix on page 32.]

**STATEMENT OF LT. GEN. HARRY M. WYATT III, USAF,
DIRECTOR, AIR NATIONAL GUARD**

General WYATT. Chairman Wilson and Ranking Member Davis, as we gather here today, there are Air Guard men fighting in Iraq, Afghanistan, supporting NATO [North Atlantic Treaty Organization] operations in Libya, providing air logistics support to the National Science Foundation in Greenland, and helping to defend U.S. interests on every continent around the globe.

In addition, Air Guard men and women are protecting the skies over our very heads with the Air Sovereignty Alert mission, assisting civil authorities, protect life and property in the U.S. including helping flood and tornado recovery efforts in the Midwest.

There are Air Guard members helping U.S. customs and border patrols to secure our southern borders. And so far this summer, Air National Guard aerial firefighting units have dropped over 350,000 gallons of fire retardant on wildfires across the Southwest in support of the National Forest Service.

Your Air Guard is able to do this because Congress had the wisdom to provide the funding and the authorities needed to create

and sustain an Air National Guard, a Guard that is capable of functioning as both an operational force augmenting the Active Duty Air Force's day-to-day operations and, as a Reserve Force, permitting the total Air Force to rapidly expand its capability and capacity to meet threats to our national security.

As we look to the future, we are working closely with United States Air Force leadership to ensure the Air National Guard remains ready and accessible so that your investment and faith in your Guard is not lost.

To remain a viable operational component, the Air National Guard requires dedicated professional people, modern equipment, and training. People are our most valuable asset because a Guard airman is most difficult to replace of all the elements of our force.

Training and experience take time and there is no shortcut or quick fix. We owe them the best equipment and training available because seamless integration into the joint war fight requires compatible equipment and practice.

The second part of being an operational component is accessibility. U.S. Air Force must have confidence that they can obtain the Air Guard's help when needed; in fact, we have answered over 75 percent of our request for forces from our parent service with volunteerism.

The DOD proposed changes to 12304 will help by expanding the Secretary of Defense's ability to call upon the Reserve Components. The budget provision of 12304 is equally important since the major part of accessibility is having the funds, MPA [military personnel account] days available to use the Air National Guard.

Again, thank you for your continued support of your Air National Guard, and I look forward to answering your questions.

[The prepared statement of General Wyatt can be found in the Appendix on page 41.]

General MCKINLEY. General Carpenter.

**STATEMENT OF MG RAYMOND W. CARPENTER, USA, ACTING
DIRECTOR, ARMY NATIONAL GUARD**

General CARPENTER. Chairman Wilson, Ranking Member Davis, committee members, it is an honor and a privilege to be here today to represent the 360,000-plus soldiers in the Army National Guard. Of those soldiers, 37,266 are currently mobilized. More than half have had combat experience and the sacrifice of the soldiers, their families, and employers has been tremendous.

Looking back on the past decade, the Army National Guard has been there from the very beginning. The New York National Guard was among the first on the scene at the World Trade Center on 9/11, as was the Maryland and Virginia Guard shortly after the Pentagon was attacked.

Beginning with 9/11, the response of the Army National Guard has continued to shoulder our responsibilities in the overseas fight in Afghanistan and Iraq while simultaneously responding to events in the homeland, including Katrina, Deep Horizon oil spill, and the many firsts in emergencies and disasters in 2011, devastating tornados, unprecedented floods and wildfires affecting almost half of the States. There is no question the Army Guard has proven its worth and our citizen soldiers deserve our deepest gratitude.

I would like to specifically address the issue of access to the Army National Guard for non-named contingencies. The Department of Defense requested a change in the statute, Section 12304, which would allow the Reserve Components to be involuntarily called with prior coordination at the service chief level as well as the necessary budgetary authority to support the deployment.

The Army National Guard and the adjutant generals are staunch advocates of the change in statute. We think that it will allow for the continued critical contributions of our soldiers and units in the effective use of soft power, that is theater security and cooperation, in the hope of reducing the possibility of a mobilized military response in the future.

We think our soldiers, equipped with their battlefield experience, and their civilian skills, as well as their strong desire to be used can make a meaningful contribution to the State and Nation, are the right force at the right time. Without the change in statute, they will be denied the opportunity.

Finally and as you might expect, I believe the Army National Guard is the best value for America. Force structure and military power can be sustained in the Army National Guard as an operational force for a fraction of the regular cost.

Supporting capability in the Army National Guard not only makes good business sense, it is a twofer. By that I mean the same force is available to the Governor of the State, territory, or district in times of emergency and disaster, as well as the President of the United States to meet the requirements of the Nation in a Federal status.

The Army National Guard is a force forward deployed in our area of operation, the homeland. The same force is battle tested and well-equipped for the overseas fight, should the need arise, truly a best value for America.

We should not rush to reduce the size, structure, or capability of the Army National Guard without significant analysis and thorough deliberation.

In closing I would like to once again to acknowledge the critical role your committee has played in building and sustaining the best National Guard I have seen in my career. I look forward to your questions and comments. Thank you.

[The prepared statement of General Carpenter can be found in the Appendix on page 49.]

Mr. WILSON. Thank you very much. We now proceed to General Stenner, Air Force Reserve.

**STATEMENT OF LT. GEN. CHARLES E. STENNER, JR., USAF,
CHIEF, AIR FORCE RESERVE**

General STENNER. Chairman Wilson, Ranking Member Davis, committee members, and fellow service members, thank you for permitting me the opportunity to be with you to have this constructive conversation regarding one of the most important parts of my job, ensuring that over 70,000 citizen airmen making up the Air Force Reserve have the resources and training essential to maintaining readiness.

My written testimony outlines our readiness, successes and challenges but briefly I would like to mention the fact that reservists

continue to play an increasing role in ongoing global operations. They support our Nation's needs, providing operational capabilities around the world.

As we speak, Air Force reservists are serving in every combatant command area of responsibility. There are approximately 8,600 Air Force reservists currently activated to support missions. That number includes our forces' contribution to the Japanese relief effort and direct support to coalition operations in Libya, as well as others.

Despite increasing operations tempo, aging aircraft, and increases in depot scheduled downtime we have improved fleet aircraft availability and mission capable rates. The Air Force Reserve is postured to do its part to meet the operational and strategic demands of our Nation's defense but that mandate is not without its share of challenges.

Our continued ability to maintain a sustainable force with sufficient operational capability is predicated on having sufficient manpower and resources. The work of this committee is key in supporting legislation that enables us to fully develop members of our full-time support program, both military technicians and our Active, Guard reservists.

You also provide us with the authority to implement necessary force management measures and that has been and will continue to be vital to ensuring Air Force readiness is maintained at a high level.

In a time of constrained budgets and higher costs, in-depth analysis is required to effectively prioritize our needs but we must all appreciate the vital role that Reserve Components play in supporting our Nation's defense and concentrate our resources in areas that will give us the most return on our investment.

Thank you for asking me here today to discuss these important issues affecting our airmen, and I look forward to your questions.

[The prepared statement of General Stenner can be found in the Appendix on page 77.]

Mr. WILSON. Thank you very much.

And General Stultz, Army Reserve.

STATEMENT OF LTG JACK C. STULTZ, USA, CHIEF, ARMY RESERVE

General STULTZ. Chairman Wilson, Mrs. Davis, other committee members, it is a pleasure and an honor to be here today to testify before you and represent the 205,000-plus Army Reserve soldiers deployed around the world.

Today we keep 25,000-plus soldiers on Active Duty, plus our full-time support force of about 16,000 soldiers serving this Nation ongoing. We have been doing this since 2003.

This morning I conducted a video teleconference [VTC] with soldiers in Afghanistan as I do frequently with soldiers in Afghanistan, Iraq, Horn of Africa, and other places. And I can report to you that they said their morale is great, they are proud of what they are doing, they are proud of serving. And every time I conduct a town hall meeting or a VTC session with Reserve soldiers I get the same report.

Our retention rates right now are 119 percent of goal. Our recruiting rates are over 100 percent of goal. We are turning away individuals that want to join the Army Reserve because I do not have room for them.

Right now the kids that we have coming in, and I call them kids because I am 59 years old, are well educated, they have got good civilian jobs, they are living the American Dream, and for some reason they raise their hand and join our force, knowing that we are going to tell them, that they are probably going to be called to go into war and risk their lives. And yet they are willing to do that.

They tell me three things when I talk to them, "Give me some predictability because I have another life. Do not waste my time. If you are going to train me make it meaningful." And third, "Use me, do not put me back on the shelf." And that is why this access issue is such a key issue.

Our soldiers that we have in our Reserve Components today are a national treasure. They are, as Ray said, a great return on investment for this country, but we have got to continue to use them in a meaningful way or otherwise we will lose them. And we cannot afford to lose that national treasure.

And so, I look forward to your questions, sir, thank you.

[The prepared statement of General Stultz can be found in the Appendix on page 84.]

Mr. WILSON. Thank you very much. We now proceed with Admiral Debbink of the Naval Reserve.

STATEMENT OF VADM DIRK J. DEBBINK, USN, CHIEF OF NAVY RESERVE

Admiral DEBBINK. Chairman Wilson, Ranking Member Davis, members of the subcommittee, thank you for the opportunity to appear before you today. I have a great appreciation for your support of the 64,631 sailors in our Navy Reserve and their family members.

With me today is also my new Force Master Chief, Force Chris Wheeler. He assumed his role on the 16th of June as the 14th Master Chief of the Navy Reserve Force representing the 52,000 of the Navy Reserve that form the backbone of our force which is our enlisted sailors.

To testify today, the Navy Reserve sailors are operating globally. Approximately 30 percent of the Navy Reserve is providing support to Department of Defense operations including more than 4,700 Selected Reserve sailors who are either mobilized in support of overseas contingency operations or in their training heading out to their mobilization sites.

While fully engaged in these operations ever since September 11, 2001, the Navy Reserve has answered the call to assist with major global crisis events during the last several months including Operation Tomodachi off Japan and Operation Odyssey Dawn in the Mediterranean. As our motto and our sailors proudly claim, we are ready now, anytime, anywhere.

Well the legislative proposal before the Congress that provides for assured access to our Reserve Components for future routine deployments signifies a fundamental shift in the use of the Reserves, recognizing both the high level of expertise resident in our

Guard and Reserve Forces, as well as the desire from today's Reserve sailors to continue performing real and meaningful work within the Navy's total force.

In order for our sailors to do so we are ever mindful of the need to address the health and well-being of our sailors and their families.

As written in the President's report entitled "Strengthening Our Military Families," stronger military families strengthen the fabric of America.

Our fiscal year 2012 budget request includes funding for vital programs in support of physical, psychological, and financial well-being of our Navy Reserve sailors and their families.

Active support of our employers is also a primary concern. In fact this month in the Navy we are, once again, focusing on the more than 7,000 employers of Navy Reserve sailors worldwide, honoring them with special events here in Washington, DC, last week, events at all of our Navy operational support centers in all 50 States around the country, and directly at their places of employment as well.

The data and the anecdotal evidence that we have gathered both point towards continued strong support provided that we respect the three-way nature of the special relationship between our sailors, the needs of the Navy, and our employers' needs.

It is a privilege to serve during this important and meaningful time in our Nation's defense, especially as a Navy Reserve sailor. With your support I am confident that your Navy Reserve will be able to continue supporting current operations while optimizing the strategic value of the Navy Reserve as a relevant force valued for our readiness, innovation, agility, and accessibility.

Thank you for your demonstrated support, both to the Navy and the Navy Reserve and the families of our sailors and I look forward to your questions.

Thank you, sir.

[The prepared statement of Admiral Debbink can be found in the Appendix on page 122.]

Mr. WILSON. Thank you very much, Admiral.

And we will proceed now to General Moore with the Marine Corps Reserve.

STATEMENT OF MAJ. GEN. DARRELL L. MOORE, USMC, DIRECTOR, RESERVE AFFAIRS DIVISION, U.S. MARINE CORPS RESERVE

General MOORE. Sir, thank you very much for the opportunity to be here today and certainly it is a real pleasure to see you all here. You asked a question as part of your opening statement.

I think we are all trying to divine the future here and really figure out, you know, what this does look like post Afghanistan.

One thing I can tell you is that the Marine Reserves and their families, and the employers of our Marine Reserves expect our Marine Reserves to continue to deploy. As has been previously mentioned this morning or this afternoon rather we do need—as General Stultz said we need predictability.

The Marines tell me constantly to "put me in the game, coach." They want to continue to do that. Last week I was in Tbilisi, Geor-

gia, and Constanta, Romania. We have got about 1,000 Marine Reserves out there for 4 months or so as part of the Black Sea rotational force.

I think that does reflect a bit of the future force there. That kind of theater security cooperation and partnership efforts that are important around the world.

This afternoon besides Afghanistan we have got Marine Reserves in 17 countries around the world. I think that represents the future force. And then after we finish today, I am going to go out to Andrews and fly out to California.

We have got 5,000 Marine Reserves in the field at Mountain Warfare Training Center, integrated with the 1st Marine Expeditionary Brigade headquarters at Camp Pendleton so we have got an Active Duty headquarters sitting on top of the Reserve infantry regiment, the Reserve Marine air group and Reserve combat logistics regiment.

That is actually the largest exercise that will be conducted, Active or Reserve, for the Marine Corps CONUS [continental United States] this year. So we are an integral part of the total force. We train together. We have common bonds. And I look forward to your questions.

Thank you very much for this opportunity, and I yield back the balance of my time.

[The prepared statement of General Moore can be found in the Appendix on page 145.]

Mr. WILSON. Thank you very much. And you actually saved time. It is amazing. General, thank you.

And Admiral Callahan with the U.S. Coast Guard Reserve.

STATEMENT OF RADM DAVID CALLAHAN, USCG, ACTING DIRECTOR OF RESERVE AND LEADERSHIP, U.S. COAST GUARD RESERVES

Admiral CALLAHAN. Good afternoon, Chairman Wilson and Ranking Member Davis, and distinguished subcommittee members, thank you for including the Coast Guard Reserve in today's hearing and for your continued support of Coast Guardsmen serving across our Nation and overseas.

We are pleased to have this opportunity to appear before you today. And also sitting behind me is the Master Chief Petty Officer of the Coast Guard Reserve Force, Master Chief Mark Allen, who represents the 8,100 members of our Reserve Force.

For the Coast Guard Reserve 2010 was an extraordinarily challenging year for us dominated by the Deepwater Horizon oil spill and the largest Title 14 mobilization in the United States history. It involved almost a third of our Selected Reserve.

The Deepwater Horizon event affirmed the Coast Guard's effectiveness as America's maritime first responder and particularly revealed the value and capacity and capability that our Coast Guard Reserve delivers in large-scale surge operations.

At the peak of the Deepwater Horizon event nearly 60 percent of the Coast Guard's individual responders were from our Reserve Component. Now this large-scale mobilization did highlight a limitation in the Secretary's authority to order recall when demand for Reserve mobilization exceeds Title 14 authorized limits of—not

more than 60 days and 4 months and not more than 120 days in any 2-year period.

As a stop-gap measure we were able to issue more than 600 Active Duty for Operational [Support of the] Active Component, ADOS, orders to reservists who requested and were supported or then approved for Title 10 voluntary Active Duty upon completion of their 60-day Title 14 orders.

Now, although this course of action allows us to keep a sufficient number of Reserve personnel eligible for involuntary recall, it would not give us the flexibility to manage at the multiple events scenarios such as domestic hurricane responses that we were likely to face. So we are currently exploring options to address the 60-day Title 14 recall limitation and its effect on our readiness.

I am also pleased to report that we have woven the Yellow Ribbon Program as part of our congressionally mandated DOD Yellow Ribbon Reintegration Program into our Coast Guard Reserve deployment process. There are numerous Yellow Ribbon events and have more scheduled for the rest of the year.

As our reservists continue to deploy in overseas contingencies operations in other contingencies, I want to thank you and my fellow service Reserve Component chiefs for your continued support in the Yellow Ribbon program. And we look forward to more support in the future.

We continue working with the Office of the Secretary of Defense Reserve Affairs and our fellow Reserve Components to execute the commission on National Guard and Reserve recommendations and have implemented the many benefits enacted into law.

The 2008 National Defense Authorization Act authorized early retirement benefits for eligible reservists who serve on Active Duty under various sections of Title 10 and Title 32. We are actively reviewing options to ensure that Coast Guard reservists mobilized under Title 14 qualify for that same early retirement benefit.

Our Reserve Force remains actively engaged in expeditionary and domestic missions in support of overseas contingency operations and natural disasters. And since September 2001, we have recalled more than 7,800 reservists under Title 10 and more than 3,300 under Title 14.

Mr. Chairman, our experience over the past year has clearly demonstrated the value of the Coast Guard Reserve in the defense and security of our Nation, not only in the homeland but overseas as well. Our Coast Guard serving in the Reserve Component proudly stand the watch and remain true to the Coast Guard's motto, *Semper Paratus*, always ready.

So, on behalf of the men and women of the Coast Guard, we thank you for your support and thank you for the opportunity to testify today. And I look forward to your questions.

[The prepared statement of Admiral Callahan can be found in the Appendix on page 153.]

Mr. WILSON. Thank you very much. And at this time, we will begin the questions. We will abide by the 5-minute rule, which applies to me, too, and each member of the committee, and Craig Greene, who is our professional staff member, who will keep the time for us.

I would like to point out, too, how grateful I am. We have another record turnout of members of the subcommittee. They truly have so many different obligations and so it is a real testimony to their commitment to our military that they would be here today.

As I begin, I would like to thank each of you for your service. And as I look at each of you, I am just so impressed, and it reminds me why I served 3 years in the Reserves, 28 years in the National Guard. And that is that it was the people that I had the privilege of serving with. The most capable, confident, patriotic persons that I have had the privilege of working with have been in the Reserves and the Guard.

I want to thank you. Obviously, it had an effect on my sons. My youngest son was just commissioned a second lieutenant and is working for General Stultz. He is a combat engineer and so—he is at annual training right now, today. And then I was really grateful. Only one son is a bit off track. He is a doctor in the Navy.

And General Moore—and I give all credit to my wife. But General Moore, you mentioned about visiting Constanta. I was on a sister city visit to Cluj-Napoca, Romania, in 1997. And my son was getting ready to go to the Naval Academy, and members of the city council there with tears in their eyes, said that one day, we dream of the American military and Navy appearing in Constanta with a relationship with Romania.

And so, this was a country that had been under Ceausescu and so, how exciting to me of what success of the American military. You should be proud that there is the greatest spread of democracy and freedom today in the world because of your service.

With my question, General McKinley, the Defense Authorization Act that we, the House version, provides for the creation of a vice-chief for the National Guard Bureau. And it reflects a change, transforming your office from one which is administrative to operational. How do you feel about this? And then, is there any potential of conflict with your role with NORTHCOM [U.S. Northern Command]?

General MCKINLEY. Thanks, Chairman Wilson. As you know, I have worked within the building for the past 2½ years to seek support for the vice-chief of the National Guard Bureau. I think it is essential for our continued assumption of new responsibilities as a joint activity of the Department of Defense.

Obviously, with some of the downsizing that former Secretary Gates had pushed through building, the timing was not that good. But I think my fellow Reserve chiefs can attest to the fact that having a strong deputy or vice-chief in this very critical time to cover the required meetings and to support the soldiers, sailors, airmen, marines that we all work with is vitally important.

So I certainly look forward to the debate that occurs. We certainly can use the vice-chief of the National Guard Bureau, put them to good service, it also helps build our bench for future officers to assume my grade.

Mr. WILSON. And for each of you in 3 minutes. Certainly, we will not be able to get all the way through, but Admiral since you are sitting first proceeding this way. The issue of mobilization authority, the Department of Defense has made recommendations for flexibility. How do you feel about this?

Admiral DEBBINK. I think it is essential in the current proposal. I believe we will meet the need. As we started down this path, say, 2 years ago, it was all about accessibility to the Reserve and Guard. And then, in the end, I think the most important thing this legislation will do is provide the assurance to the Department, that when we are doing the planning and programming at the Reserve Component, the Guard Component, we will be there for them because that has been the issue that that has been, the debate on the other side of the river taking place, is, how do we know you are really going to be there for us? Unless we know you are going to be there, we cannot program. We cannot plan for you. We cannot budget for you. So this will give them that assurance.

Mr. WILSON. And General Wyatt.

General WYATT. Mr. Chairman, I agree with the admiral. You know, I mentioned earlier that the Air National Guard provides 75 percent of the request for forces for, from the Air Force with volunteerism, but that was not meant to diminish the importance of this legislation, because there are different scenarios that would help the Air Force. I believe that it has more access with the passage of this legislation.

So, it is important for the accessibility of all the Reserve Components. Not to be confused with the fact that we already are accessible, but this would help assure the service chiefs that they can reach out and touch the Guard and Reserve when they need to.

Mr. WILSON. Thank you. General Stenner.

General STENNER. I will second each of the previous speakers and go along the lines of it will give us the access but it will also allow the planners to do as they need to do, to size our force appropriately.

After that, I think it is incumbent on us in the uniform here to figure out the policies that go along with that access to ensure there is no overuse of this particular access because that could, in fact, be a downside when a particular skill set is required over and over, we will, in fact, have a dwell issue. So, I would caution against that. It is up to us in the uniform to make that.

Mr. WILSON. Thank you very much. And I am going to call the time on myself. General McKinley, I apologize but we proceed to Mrs. Davis.

Mrs. DAVIS. Thank you, Mr. Chairman, and again, to all of you. We appreciate your service and, certainly, your leadership.

You know, we are certainly aware that the proposed language offered out of the Department would provide broad authority to call up and to deploy reservists and National Guardsmen. And I want to ask you all if there are any factors that you think would impede that, would make it more difficult for that to be carried out?

And I think the other, I guess the flipside of that, is what can be done to assure the reservists that they will be utilized for operational mission and not just called back to backfill, essentially, requirements as the Active Force draws down? We know that there are likely to be changes as we look at limiting resources in some way. And I would be naive to think that that is not going to hit the Guard and Reserve in some way.

So I am just interested in knowing from your perspective how you see that issue, and it really does speak to the meaningfulness

of the role, the operational role particularly that Guard and Reserve speak of which I think does keep them engaged and certainly committed to continuing their service.

General MCKINLEY. Ma'am, these last 10 years have been remarkable years in American history and for all of us who represent our Reserve and Guard. We have seen this great resilience created in a force of over a million people represented here at this table who do work. They strive to do the best job they can. But they are now the best equipped, best led, most combat seasoned force in the Reserve Component history.

So, I do not see things impeding the progress that the Reserve Components have made over the last 10 years. But as General Stultz said, if we can create the environment of predictability and stability, if we can assure our young men and women who joined—predominantly, most of us since September 11, 2001—that they will have a meaningful job and that they will be used effectively, then I think we stand shoulder to shoulder with the young people who have dedicated themselves to this Nation.

General STULTZ. I will just add that I think this is critical to our national defense, because as we eventually get out of Iraq and Afghanistan, I think we are going to shift our focus in the four Ps of prepare, prevent, prevail, preserve, from prevail to prevent.

Where can we get engaged, just like when we were talking Romania, Georgia, and places like that and the places we are engaged today to prevent getting into the future conflicts? And that theater engagement security cooperation, really they are asking for medical support. They are asking for engineer support. They are asking for logistics support. They are asking for those capabilities that between General Carpenter and I, we have the preponderance of.

Today, between the Guards and Reserve, we have 75 percent of engineer capability of the Army. We have 70 percent of medical capability of the Army. We have about 70 percent of the MP [military police] capabilities, 70 percent of logistics capability, 85 percent of civil affairs capability. So it is not a matter of us backfilling the Army. We are the Army.

And we are going to be the future. And so, to do the security cooperation of theater engagement this Nation is going to need to the future, they are going to have to use the Reserve. So we need to change the law so that we make it easy in that context.

General CARPENTER. From the Army Guard perspective, a couple of comments. First of all, the process we have for mobilization right now calls for 2 years notification of sourcing. And through the National Guard Bureau and through our director in the Army Guard we source units against missions. So we will have 2 years to sort out which mission we are going to take and which unit or which State is going to shoulder that mission.

We do that today. And we are very successful in the mobilization business. We have not had any significant problems at all as we have dealt with the adjutant generals in that role.

The coordination for that is going to take place between the Army National Guard and the Army and with the adjutant generals. The adjutant generals are strongly in support of this access issue. And I am confident that they are going to figure out exactly the process for mobilization.

That really is where the crux of the matter is, is the soldier who has a job going to be allowed to leave that job to go for 60 days for one of these theatre security cooperation efforts?

And I can tell you, I am an engineer officer, and I have got a book. And it shows a picture in 1960 of a paving project. And that paving project is the corps of engineers in Afghanistan in 1960. And think what, how things would have changed if we had been willing to stay in that kind of an effort over the longer period of time since 1960.

And so this theatre security cooperation, if we do this right, our soldiers will understand the importance of that. That it is just as important as going down range and serving in Iraq and Afghanistan because it is a preventative measure.

Mrs. DAVIS. Thank you. I certainly appreciate that.

And I just want to applaud very quickly. I know that I have had an opportunity to speak to several of you about the transition programs for our soldiers, airmen, Navy, Marine going back. And I think that we need to learn from some of the good work that you all have done.

Thank you.

Mr. WILSON. Dr. Joe Heck.

Dr. HECK. Thank you, Mr. Chairman. I did not realize I was up that fast in the queue.

First, thank you all for the service, not just to our Nation, but to the men and women that you represent.

Mr. Chairman, in all full disclosure, I am still a member of the Active Reserve, and General Stultz is my chief.

[Laughter.]

Dr. HECK. So I am not going to ask him any questions. I am asking everybody else—no.

I appreciate, General Stultz, your comment of, you know, how we want to be used. And one of the issues that always seems to come up is how can we best utilize folks in their community in support of community-type operations from the Title 10 side, not the National Guard side, necessarily.

And the issues that we face when trying to do that, primarily in funding and getting the MOU [memorandum of understanding], running it up the JAG [Judge Advocate General] chain and making sure that we can do all these things. And by the time that is done, the community event is over.

So in the vein of, you know, this being a great recruiting tool plus it gets our folks out into the community. It keeps their skills sharp. It builds their confidence and unit cohesion. And “it keeps them off the shelf” which is what we are all looking to do.

What can we do to help streamline that process, so that if a community event comes up, for instance one of my units, they want a medic to stand by with an aid bag in case somebody goes down, that we can get that done and do that mission without having to take so long to get it processed?

General STULTZ. Well, I think we have been in discussion, obviously, with some of the members of Congress of changing the policy on the use of Title 10 Reserves in the homeland.

And make sure that, you know, the National Guard is always going to be the military first responder because the Title 32 author-

ity the Governor has and being able to utilize them and the magnificent response that they give. But we have said, we have got a lot of capabilities also in the communities that should be made available for disasters or whatever type events.

We need to change some of the laws that restrict us in doing that of how you can use the Title 10 Reserve in the homeland.

And then I think, within the Department, we need to change some of the policies of what it takes to get approval because just as you have indicated, the soldiers want to do that. They are citizens of Nevada. And they want to help out in their State and they want to be recognized by their State. We limit them from doing that because of our laws and our policies.

Dr. HECK. I appreciate that.

General McKinley, can you give us an update on how the process is going with NORTHCOM doing the training of National Guard officers to be the dual-hatted commander when we move forward and integrate Title 10 forces under Active Guard?

General MCKINLEY. Thank you, sir.

It has been a great year with Admiral Sandy Winnefeld being out as the combatant commander of NORTHCOM in Colorado Springs. He walked in with a fresh idea, fresh thinking, and involved all of us actually.

The contingency dual status commander now, we just call dual status command, has been embraced by the Governors of the 50 States, the three territories, and the district. We have made significant progress in getting the unity of effort and the chains of command set so that we can utilize all the services that you see before you today.

And so I am pleased to report that we are making great progress in that area—38 States have the dual status commander already trained. The rest will be in the next class in Colorado Springs.

So we will be set to represent the Governors and the Federal Government so that we can utilize all the forces to save citizens' lives here at home.

Dr. HECK. All right. Thanks for that update.

And last question, I do not know if it applies across all Reserve Forces or, again, it is just USAR [United States Army Reserves] specific.

But, you know, the idea of providing predictability, obviously, is very important for somebody who has got—who is twice the citizen. But, what we find, sometimes, for those of us that are in TDA [table of distribution allowance] units that do not necessarily get sourced, as opposed to a TOE [table of organization and equipment] unit that we do become the manpower pool. And although you may not be in year five of your ARFORGEN [Army Force Generation] cycle, you are getting yanked to be a backfill person.

What kind of prevention or preventive strategies are we putting in to try to keep TDA in line with that ARFORGEN 5-year cycle?

General STULTZ. That is a great point because, as you very well know, for the Army Reserve, we have a huge portion of the generating force for the Army.

The medical force, we represent 60 percent of the medical structure of the Army.

But we represent a huge force in the training base of the Army—the drill sergeants, the MOS [military occupational specialty] trainers, the people who do the collective training for the Army.

And what we have recommended is we need to apply that same model to the forces that are in those units; one, because we owe that soldier predictability that he is not going to get yanked if we have this authority. But number two, to provide predictability to the Army.

So, if I can take a—let us say, a training battalion that has got five companies of drill sergeants, and I can say to TRADOC [Training and Doctrine Command], every year, I will give you one of those companies. Then I would give them predictability how they can plan their training cycles. And I have given my soldiers predictability.

So I think we have got to take our TDA force as well as our MTOE [modified table of organization and equipment] force and put them into that ARFORGEN cycle.

Dr. HECK. All right. Again, thank you all very much for your lifetime of service to our Nation and to our men and women in uniform.

Mr. Chair, I yield back.

Mr. WILSON. Thank you.

Mr. Loeb sack.

Mr. LOEBSACK. Thank you, Mr. Chair. And thanks to all of you on the panel today for your service and for being here.

And I want to make a particular mention of the great turnout today, too, as the chairman did. And I think it is actually a credit to the chairman and to Mrs. Davis. And they are working together on bipartisan basis in the subcommittee and in the larger committee. So I want to make sure that we all give them tremendous credit, especially the chairman.

General McKinley, it is my understanding that the Per Diem Committee ruled in February that members of the National Guard, being put on Title 10 orders, from Title 32, should have their Basic Allowance for Housing [BAH] recalculated based on their home of record.

And since the BAH, when they are under Title 32 orders is based on their permanent duty location, soldiers, airmen, and their families are often losing money because of this recalculation. I do not think this recalculation makes much sense to me. And that is why Congresswoman Bordallo and I are working together to take a hard look at solutions to the problem in general.

Can you just share some of your thoughts on that issue today?

General MCKINLEY. Well, if I could ask my colleagues who represent the proponents of the Guard Force to talk specifically to the Army Guard and the Air Guard piece of that. And then I am sure we all do. And I have a comment at the end, sir.

Mr. LOEBSACK. Thank you.

General CARPENTER. Congressman, I—this first came to our attention here about 6 months ago, when the adjutant general of Massachusetts surfaced this issue. And it was disadvantaging his soldiers in Massachusetts as they mobilized and deployed.

We went to and worked with the Army on this specific issue and the problem that we have got is it is a statutory issue. And so, it

is in the joint travel regulation. And so—and that is a DOD-level decision.

We are now in the process of submitting through the Army a request to change that particular part of the joint travel regulation to allow for the change that you are advocating so that we do not disadvantage the soldiers.

So it is in process now, sir.

Mr. LOEBSACK. Okay.

General WYATT. What the current DOD instruction does as General Carpenter indicated—sets up differences between the calculations as it applies to a drill status guardsman which is based upon home of record.

And an NGR [National Guard regulation], for example, that is based upon permanent duty stations. You have accurately outlined the differences.

And I guess, maybe the reason why there was a difference is because most—a lot of the drills status guardsmen might have a tendency to live further away.

But regardless, I think anything that could be done with the DODI [Department of Defense instruction], and we are going through the same thing with the Air Force that General Carpenter's with the Army, to put consistency and eliminate the differences between the different statuses that we have in the Air National Guard would certainly be fairer to all of our members.

And that is the objective, I believe.

Mr. LOEBSACK. Thank you.

General MCKINLEY. My final comment is we are working with the Department Secretary McGinnis and the Chairman and the Secretary to try to resolve this, sir.

Mr. LOEBSACK. Thank you very much.

One other question, that is for the three of you also.

And I just preface it by stating how proud I am of our Iowa National Guard. The 2,800 who are largely back now from Afghanistan. And they have done a great job over there.

But again, the dual role that the National Guard plays to—you all know about the floods of Iowa in 2008. Now we have got floods in Western Iowa along the Missouri River.

And just a general question, how are we going to keep the training, the equipment, everything that we need for the Guard—not to take away from the Reserves as well, but it is a Guard question specifically. How are we going to do this going forward?

I know that is a big question. We only have a minute and 5 seconds left. But to the extent which you can answer that question, that would be great.

Thank you.

General MCKINLEY. We are in the midst, as you can imagine, of some serious budget talks for us with the Army and the Air Force. And the two directors are up to their necks in trying to make the case that this great force that we have created over time needs to have adequate resources to sustain itself.

And for that dual mission of the State and the Federal mission, the Guard is trying to make the case with the services that you just cannot walk away from it.

So Ray, and Bud, in 30 seconds, how are we doing?

General WYATT. Accessibility, whether it is the fight overseas or at home, takes proper statutory authorities, we are talking about that today. It also takes proper training and resourcing to make sure that we are trained to that level.

But also it takes appropriate planning. And what this legislation does for the fight overseas helps us with that. But to be accessible you have to have the statutory, you have to have the people, and the equipment, and the training, but you also have to plan for MPA days to pay the folks when they come on duty.

General CARPENTER. Mr. Congressman, not unlike General Stultz, we are seeing unprecedented retention rates as well as recruiting rates and that is a function of people who want to come and do something for their Nation and they want to be part of something.

If we do not use these soldiers, if we do not meet their expectations, they will leave us just as quickly as they came to us. The Guard right now has more equipment, modern equipment, than we have ever had. We have got the battle-experienced soldiers and it would be a shame for us to walk away from that.

Mr. LOEBSACK. I am very proud of the readiness centers we have been able to build around the country as well, thanks to this committee and to the Appropriations Committee as well.

Thanks to all of you for your great service and thank you for indulging me, Mr. Chairman, for letting me go a little longer. Thank you.

Mr. WILSON. Well, Mr. Loeb sack, thank you for your active involvement in the committee.

And we next proceed to Mr. Coffman.

Mr. COFFMAN. Well thank you, Mr. Chairman. I am a big proponent of the Guard and Reserve having served in the Army, the Army Reserve, the Marine Corps, and the Marine Corps Reserve and having deployed twice in combat in the Marine Corps Reserve.

The—my fundamental concern is this, that we are in an environment of tremendous fiscal pressures, and I think that Defense is going to have a target on its back in these coming debates. And I think Secretary of Defense—former Secretary of Defense Gates, I think, expressed before the Armed Services Committee on a number of occasions his concern about the trajectory of cost, the growing personnel cost relative to acquisition cost and if it is not corrected will we in fact become a hollow force over time as some of our NATO allies have become.

And so I think that from my view, one of the solutions in this equation is the Guard and Reserve, that we know that the personnel cost are greatly reduced with the Guard and Reserve relative to Active units with the same capability, retaining that capability.

And so it is my view that we need to look at restructuring our military with emphasis in the Guard and Reserve. The fact is, today, we do not have the kind of pure competitor—we do not want one—that we did during the cold war that required a very large standing military.

We are not going to be doing another Iraq and Afghanistan. I think the former Secretary of Defense said it well with—that is—I think in his speech before West Point, words to the effect that if

another general came to me and said we ought to invade, pacify, and administer another country and I would tell him, I think, words to the effect he was nuts. We are not going down that road again.

I think Yemen and Somalia are the template for the future. It is more counterterrorism, more lighter footprint, more special operations. So I just think that we need to retain this capability and the only way to retain this capability under the kind of fiscal pressures that we have is to—is a greater emphasis in the Guard and Reserve Components of the United States military.

And I am—General McKinley, could you respond to that?

General MCKINLEY. Thanks, Congressman Coffman. After every major war in the 20th century, the Guard and Reserve was put back on the shelf. My intuition tells me that we are going to have to argue very strenuously in front of our services to make the case that you just made.

We are but one vote in councils that are decided mostly on Title 10 issues. We have just started making our case on the value proposition but you said it better than I could say it for sure. We are here to tell you that we believe we are the answer to America's security needs in a time of fiscal constraint. And we are willing to put our forces on the line, operationally, their capability, their equipment and their leadership to make that case in front of the American people.

Mr. COFFMAN. You know, I think there are, certainly there are within our force structure, there is the expeditionary components that are necessary to retain on Active Duty but it is my position that we need to expand, we need to—in this restructuring, we need to look at expanding the Guard and Reserve as—because it is the only way that the United States can maintain its military capability given the fiscal pressures that we have.

And I think that we could do that certainly without in any way sacrificing the national security interests of the United States. But if we in fact go in with making cuts that simply reduce end strength without doing the restructuring I have talked about, we will compromise our capability. And I am very concerned about that.

With that, Mr. Chairman, I yield back.

Mr. WILSON. Thank you very much, and thank you for your military service.

And we are grateful to have Congresswoman Madam Bordallo of Guam.

Ms. BORDALLO. Thank you very much, Mr. Chairman.

And I thank all of our witnesses, and there are a lot of stars out there. My first question is for General Carpenter. As you know, we have more guardsmen serving per capita on Guam than does any other State or territory in our country.

The western Pacific, and of course, our chairman is aware of that, he was there when that was presented to us on Guam. The western Pacific has unique challenges as all of you know. And one of these challenges is funding for travel for soldiers to get between the islands within the Northern Marianas to get to their drill site.

Now, we have repeatedly passed the authority to reimburse certain members of the National Guard for traveling expenses related

to inactive duty training, yet movement to get this going has yet to come.

However, this broader authority has run into issues with the Per Diem Committee's 150-mile rule. And as I understand it, there is a business case for waiving the 150-mile rule for Guam National Guardsmen and possibly other locations because travel is only permissible through expensive airfare.

When will these policies be amended to take into consideration the distinctive challenges that we face on Guam? And I get the sense that there continues to be a disconnect between the Active Duty Army and Army Guard on this matter. And I want to see a resolution sooner than rather than later.

General CARPENTER. Congresswoman, you brought this issue to our attention about almost a year ago.

Ms. BORDALLO. That is correct.

General CARPENTER. And we raised the issue with the Army. We prepared the request for the exception to the authority to be able to provide support for people in Saipan who wanted to be part of the Guam National Guard for them to be able to get their commuting expenses covered between the islands.

That is still in process. Let me take that for the record. And I owe you an answer, ma'am.

[The information referred to can be found in the Appendix on page 193.]

Ms. BORDALLO. Thank you very much, general. And I will expect that is going to be a good answer.

General CARPENTER. Yes, ma'am.

Ms. BORDALLO. My second question is for, well, each of the Reserve chiefs but I do not know that I have the time to hear but if a couple of you can answer this. Given that Reserve and Guard benefits and entitlements are earned based on the kind of orders an individual is serving and the length of time, are each of the services ensuring that their members know exactly what legal authority they are on orders under every time they go on Active Duty? And do their orders capture this important information?

Whichever one of you—

General STENNER. I will start and just be brief, and also I will give my counterparts the time, but we do put on those orders under which authority they were ordered to duty. So there are specific entitlements that they can have, and that is the technical answer to your question.

What type of orders the folks are asking for right now has also kind of evolved from we are ready to go on a volunteer status to over a 10-year period of time we found that that has increased from 80 percent or decreased from 80 percent to about 65 percent that do want the authorities and the protections that come with some of the other types of order to duty.

So we are working through that issue as we speak with how to ensure that they get on the right set of orders at the right time.

Ms. BORDALLO. Thank you.

General STULTZ. I will echo what Charlie said, but the thing that we are really trying to focus on in the Army Reserve, one is we want to reduce the number of duty statuses. We have got way too

many duty statuses. It makes it too confusing and just as you pointed out, you have got too many differences in benefits.

And the problem comes in, in which pot of money because that soldier may say, "Put me on this type of order because this is the benefit I need." But we may have a different pot of money that comes from a different order. And you may have two soldiers serving in the same location on two different sets of orders with two different types of benefits. And that to me is not acceptable.

So we are trying to say let us reduce the number of duty statuses we have down to the minimum so that when we put somebody on orders they are all on the same type of orders.

Ms. BORDALLO. Thank you and is there another—yes?

Admiral DEBBINK. And I should offer that one of the benefits of the long war that we have been about for the last 10 years is refining our procedures, and in particular in our case that we have a Navy mobilization processing centers that we send all of our sailors through, because communications is one of the biggest challenges in making sure those sailors understand the type of orders and the benefits with those orders. In fact one of the problems we have is pushback on why do I have to go to the NMPS [Navy Mobilization Processing Site]. Well, this is why. In order to be informed—fully informed as we work through the challenges of streamlining things in the future.

Ms. BORDALLO. Thank you very much.

And, Mr. Chairman, I yield back.

Mr. WILSON. Thank you very much.

We now proceed to Congressman Robert Brady, of the Commonwealth of Pennsylvania.

Mr. BRADY. Thank you, Mr. Chairman.

Again, thank you for your service to our Nation and thank the men and women who serve underneath you. I really have a request more than a question. I have a full-time staff under my staff that deals mainly on military issues, 90 percent of the requests that he gets are with medical and disability issues.

And it pertained to, you know, expediting their issues and their problems. I mean it is a good morale factor that when they know that they are out there serving, that there are men and women out there serving in harm's way, note that when they come back into civility, back to the civilian status, that they do have these benefits that are readily, you know, offered to them and do not have to call Congressperson, not that I do not mind taking the calls, or trying to help them.

But myself and my staff people run into major red tape trying to get things done for disability pay or for their request for medical care. So I would just ask you again if you could, you know, look into that and, you know, make sure that our men and women that are in harm's way when they do come back home that we do show them the proper respect by taking care of their issues that they have whether be a medical issue or a disability that they need that cannot go back to the workforce that they started out in. And it is a pretty important issue that we get 90 percent of the calls. So I thank you for that. Again, thank you for your service.

And thank you, Mr. Chairman for your time.

Mr. WILSON. Thank you, Mr. Brady.

And as we conclude, Mrs. Davis would like to make a comment. Mrs. DAVIS. Thank you, Mr. Chairman. I was just going to follow up really on the question that Mr. Coffman and, I think, others were raising as well, just in terms of that, the access issue. And I think just from our point of view, certainly from my point of view, is trying to understand, you know, what those costs are. Obviously, the mobilization, there are additional costs that are built in to that. But that does not necessarily mean that all the cost, you know, are higher.

And I think when we can break that down transparently and really understand it then we can be active in trying to present that argument as well. Thank you all so much for, again, for your service and leadership.

Mr. WILSON. And as we conclude, I want to thank you again for your service, the people who work with you, the service members, their military families, the veterans who make it possible for us to have the freedoms that we enjoy. Additionally, I want to thank you for the opportunity that you provide to the young people of our country to serve our country to truly use their talents that they have.

And that is why I am very impressed, and I know that Reserve and Guard members want to be actively involved. And it makes the difference for our country. At this time, we shall be adjourned.

[Whereupon, at 3:16 p.m., the subcommittee was adjourned.]

A P P E N D I X

JULY 27, 2011

PREPARED STATEMENTS SUBMITTED FOR THE RECORD

JULY 27, 2011

**Representative Joe Wilson – Opening Remarks
Military Personnel Subcommittee Hearing
The Reserve Components as an Operational Force:
Potential Legislative and Policy Changes**

27 July 2011

Today the Subcommittee will turn its attention to the important issue of maintaining an operational reserve that has been deployed as a partner with its active component for the last 10 years. The committee believes the Reserve Component will continue to serve an important and vital role post Iraq and Afghanistan as the United States Military continues to engage in conflict, partnership efforts and humanitarian assistance around the globe. The key issue before us today is the ability to maintain access to the operational reserves in a future peace time environment when the military is not operating under an emergency mobilization authority. We will examine a Department of Defense proposal to provide a more flexible involuntary mobilization authority and how the reserve will maintain a ready and viable force.

1

**Statement of
Representative Susan Davis
The Reserve Components as an Operational Force: Potential
Legislative and Policy Changes
Subcommittee on Military Personnel
July 27, 2011**

Thank you, Mr. Chairman. I look forward to hearing from our reserve component leadership. Last year, we focused on our attention on what it means to be an operational reserve force, and examined what policies, laws and practices needed to be addressed to ensure a sustainable reserve force.

Since September 11, 2001, nearly 650,000 National Guardsmen and reservists have been deployed, the majority of whom have served in a theater of combat operations. Over the past ten years, the reserve components have transitioned from a strategic reserve to an operational one. However, as requirements for deployment begin to decline, the question for the reserve components is how they maintain their operational role in an era in which we will see decreasing resources.

One of the questions that we have before the subcommittee is what legal authorities and policies that are needed to best support the continued development of the reserves as an operational reserve force; while ensuring that the understanding and support from families,

communities and employers for continued deployment of Guard and reserve personnel continues.

Mr. Chairman, I am interested in hearing from our witnesses on how best we can address this question and others as we move forward in this new environment.

Thank you.

STATEMENT BY

**GENERAL CRAIG R. MCKINLEY
CHIEF, NATIONAL GUARD BUREAU**

BEFORE THE

**HOUSE ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON PERSONNEL**

FIRST SESSION, 112TH CONGRESS

ON

RESERVE COMPONENTS AS AN OPERATIONAL FORCE

JULY 27, 2011

NOT FOR PUBLIC DISSEMINATION
UNTIL RELEASED BY
THE HOUSE ARMED SERVICES COMMITTEE

Opening Remarks

Chairman Wilson, Ranking Member Davis, distinguished members of the subcommittee; I am honored to appear before you today, representing 465,000 Citizen-Soldiers and Airmen in the Army and Air National Guard, an organization that is historically part of the foundation of our great democracy.

America's National Guard remains ready, reliable, and accessible. As members of an operational force, regularly used by the President and State Governors, the Soldiers and Airmen of the National Guard contribute daily to our nation's overseas and domestic security objectives.

National Guard Overview

The National Guard is at a crossroads. In these difficult financial times, we are part of national debate on the most cost-effective way to run the nation, the federal government, and the Department of Defense. One of the main issues concerning our military forces involves determining the appropriate mix of active duty and reserve forces. To that end, we need to ascertain the correct balance of utilization rates – somewhere between the current National Guard operations tempo and what is sustainable over the long term.

On average, 63,000 National Guard members are either deployed or mobilized at any given time for federal missions and about 5,800 are activated for domestic missions. I believe that this utilization rate of National Guard personnel is appropriate and that we can sustain this level of activation providing the deployments are programmed as far in advance as reasonably possible.

The National Guard has effectively used its appropriated funds over the past year, and we as an organization, intend to continue being good stewards of

the taxpayers' dollars entrusted to us in FY12. As we embark upon this new fiscal year, we plan to make the National Guard stronger, more capable, and more ready.

The National Guard Bureau's Army, Air, and Joint Directorates each work with the Adjutants General of the 50 States, three territories, and the District of Columbia to execute the strategies set forth by National and State leaders. This synergistic effort is at the heart of our success. The National Guard fosters and nurtures a deep-rooted connection to the more than 3,300 communities across our country that allows the men and women of the National Guard to be an accessible, strong, and capable asset – one that is *always ready, always there*.

The Army National Guard and Air National Guard are full partners with their respective services in providing combat resources and enabling units for the overseas fight. However, the National Guard also makes ground and air forces available to the Governors when needed. The National Guard Bureau team works closely with the Army and Air staffs to:

- Maintain endstrength at or above 358,200 for the Army National Guard (ARNG) and 106,700 for the Air National Guard (ANG), with a primary focus on caring for the Guard members and their Families
- Modernize and re-capitalize the ARNG and ANG equipment. This means equip the ARNG to no less than 80 percent of its equipment requirements, ensuring that the ARNG always has the level of equipment needed to meet domestic operational requirements regardless of a unit's status
- Ensure the ANG is equipped concurrently and in balance with the Total Air Force
- Stabilize the force to build readiness and train forces to the ARFORGEN level of proficiency and to support the Air Expeditionary Force

Since the National Guard Bureau's official designation as a joint activity of the Department of Defense (DoD), we have been forging ahead to develop our dual-mission capabilities, both domestic and overseas. We have focused on developing strategic relationships within DoD and other federal agencies to implement efficient and effective response capabilities. The goal is to ensure the American people have ready access to the essential capabilities of homeland response. To support our domestic response priorities, the National Guard Bureau is:

- Enhancing Chemical, Biological, Radiological, Nuclear, and high-yield Explosive (CBRNE) Enterprise response capability at the State level
- Establishing a Homeland Response Force (HRF) in each FEMA region
- Documenting the State Joint Force Headquarters requirements to further improve command and control capacity during the response

The tremendous value that the National Guard provides can be effectively described through our four broad mission areas – our core competencies:

- Overseas defense mission
- Support to global engagements
- Domestic response mission
- Soldier, Airman, and Family support programs

Overseas Defense Mission

Overseas, the National Guard will continue its full engagement in current operations. As of September 30, 2010, the National Guard have mobilized nearly 650,000 Soldiers and Airmen in support of Overseas Contingency Operations since the attacks of September 11, 2001. In many cases, these men and women

have mobilized for combat multiple times. Most Americans know that the Army and Air National Guard provide many of the forces in Afghanistan and Iraq, but few are aware that the vast majority of the forces in Bosnia, Kosovo, the Sinai, and Guantanamo Bay, Cuba are National Guard members. These missions are critical to our National security and garner significant international support in keeping peace across the globe.

Support to Global Engagements

Global engagement is another National Guard core competency. Since the end of the Cold War the National Guard, through its State Partnership Program (SPP), has established enduring and mutually beneficial relationships between American States and more than 60 foreign nations. Working with the Department of State, military commands, and other agencies, the State Partnership Program is an integral component of the Defense Department's global security cooperation strategy, the geographic Combatant Commanders' theater engagement programs, and the U.S. Ambassadors' Mission Strategic Resource Plans. These partnerships work to advance regional security, stability, and prosperity. By fostering relationships with other countries, we develop more understanding and familiarity with each other, thereby creating a foundation of trust, appreciation, and burgeoning global security.

Furthermore, as the demand for Overseas Contingency Operations forces declines, there is opportunity to preserve operational National Guard capability by expanding the experience gained through the SPP. Using contingency forces in its one year of rotational availability permits it to prepare for five years with

personnel costs that are a small fraction of the active component. National Guard units that are used for these purposes can offer the Combatant Commander the predictability and stability inherent in the operational RC, which in turn provides the benefit of continuity in sourcing and building long-term relationships.

The National Guard is ideally suited for providing support to Combatant Commanders. Soldiers with valuable civilian skills and expertise from professional, technical, and managerial fields in the private sector make up the National Guard. Moreover, retaining specific skill sets within particular units is possible because National Guard Soldiers characteristically spend their entire career in the same unit. Skill sets not only apply to those that are civilian acquired, but also military investments made in language training and cultural awareness. The National Guard's proven track record in recruiting and retaining prior service personnel preserves the training expense already invested while on active duty.

The Afghanistan Agribusiness Development Program is a unique engagement program of the National Guard. The Agribusiness Development Teams provide training and advice to Afghan agricultural universities, provincial ministries, and local farmers, leading to increased stability and improved opportunities for Afghanistan's reemerging agribusiness realm. Thanks to the National Guard, Afghanistan reports declines in poppy production and increases in harvests of apples, grapes, pomegranates, cherries, almonds, wheat, corn, alfalfa, and saffron.

Domestic Response Mission

Domestically, the National Guard is ready to respond on a moment's notice to any emergency, manmade or natural. The National Guard will have 10 Homeland Response Force units that are either dedicated to or dual-hatted for this critical homeland mission. These units will complement and enhance the existing civil-support structure in National Guard units across the nation.

Soldiers, Airmen, and Family Support Programs

The National Guard seeks to provide exemplary support to our Soldiers, Airmen, and their Families. Programs, such as the Army's Warrior Transition Units (WTUs) and Community-Based Warrior Transition Units (CBWTUs), focus on caring for wounded warriors from across the Army. The Army National Guard supports the Army's WTUs and CBWTUs at all levels of the organization from squad leader to battalion commander.

The Yellow Ribbon Reintegration Program provides information, services, referrals, and proactive outreach to Soldiers, spouses, employers, and youth throughout the different stages of mobilization: pre-alert, alert, pre-deployment, deployment, post-deployment, and reintegration.

Our Citizen-Soldiers, who in their civilian lives are in positions of influence across the spectrum of business, education, and government, make up the backbone of the National Guard Youth Challenge Program (NGYCP). This award-winning, community-based program leads, trains, and mentors high school dropouts to become productive citizens in America's future. Challenge has 32 sites in 28 States and Puerto Rico, offering a five-month "military style"

residential phase and a one-year post-residential mentoring phase for unemployed youth ages 16-18. Challenge saves States approximately \$175 million annually in juvenile corrections costs, while keeping youths off federal assistance.

A Great Value For America

Investment in the National Guard is a great value for America. These brief examples display only a fraction of what we currently accomplish and I am confident that we can provide more in the years to come.

We must sustain the National Guard as a ready and accessible force. We must find a sustainable balance between operational utilization and overuse of these dedicated Citizen-Soldiers and Citizen-Airmen. The National Guard currently provides 35-40 percent of the Army and Air Force operational force for less than 7 percent of the base defense budget – precisely the type of efficiency the Department of Defense is seeking. With the proper disbursement of scarce defense dollars, the National Guard is an investment with a very high return.

Today and in the future, the National Guard will continue to simultaneously defend the nation's interests overseas, support the homeland, and serve as an indispensable, cost-effective military option for the United States. For 375 years, our National Guard has proven itself a great value for America. With a deliberate decision to support the Reserve Component as an operational force, and the discovery of the critical balance between funding and use, the National Guard will be successful in FY12, and emerge as an even greater value in the future.

Closing Remarks

Thank you for the opportunity to be here today, I look forward to your questions.

41

STATEMENT BY

LIEUTENANT GENERAL HARRY M. WYATT III

DIRECTOR, AIR NATIONAL GUARD

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON MILITARY PERSONNEL

FIRST SESSION, 112TH CONGRESS

ON

RESEVE COMPONENTS AS AN OPERATIONAL FORCE

JULY 27, 2011

NOT FOR PUBLIC DISSEMINATION
UNTIL RELEASED BY
THE HOUSE ARMED SERVICES COMMITTEE

Opening Remarks

Chairman Wilson, Ranking Member Davis, and distinguished members of the subcommittee; I am honored to appear before you today on behalf of the outstanding men and women serving in our nation's Air National Guard. I would like to begin by expressing my sincere appreciation to the Committee for its tremendous support to the Air National Guard. Your work ensures America continues to have an Air National Guard that is responsive to our domestic needs as well as providing operational capabilities critical to the success of our Total Force. As we face increasingly limited resources and shifting budget priorities, we must accentuate the strength of the Air National Guard—our cost effectiveness.

Air National Guard in National Defense

Facing a need to reduce the Defense budget in response to domestic priorities and the need to sustain defense capabilities in light of growing foreign challenges, Secretary of Defense Melvin B. Laird put his faith in the Reserve Components. Secretary Laird wrote in 1970, "Within the Department of Defense...economics will require reductions in overall strengths and capabilities of the active forces, and increased reliance on the combat and the combat support units of the Guard and Reserves."¹ He understood that by increasing the readiness of the Guard and Reserves and then relying upon them "to be the

¹ Melvin B. Laird, Memorandum to the Secretaries of the Military Departments, Subj: Support for Guard and Reserve Forces, August 21, 1970.

initial and primary source for augmentation of the active forces in any future emergency² the nation would maintain its defense capability and capacity while decreasing the overall costs.

The US Air Force leadership at the time recognized that as the nation's first military responder, increased reliance on the Reserve Components meant the Air Force Reserve and Air National Guard must be ready to respond quickly and integrate seamlessly into any operation; they would require equipment and training comparable to the regular, active duty Air Force. The ANG, with significant help from Congress, traded in its obsolete Korean War vintage equipment for newer, and in some cases brand new aircraft. The ANG also received additional funds for training, including modern flight simulators, and full-time Guard Airmen (Active Guard & Reserve (AGR) and Technicians) to oversee the increased training regimen.

Improved operational readiness brought with it a rejuvenated desire by Guard Airmen to do more than just train – a desire to demonstrate their capabilities. ANG units began volunteering to augment the Regular Air Force by participating in on-going operational missions around the world. To the customer, the Air National Guard became indistinguishable from the Regular Air Force. This was done within the fundamental framework of a part-time professional force operating modern compatible equipment. It was the second generation of Secretary Laird's Total Air Force that fought in Operation DESERT SHIELD, Bosnia, Kosovo, responded to the attacks on 9/11, maintained the no-fly zones in Iraq (Operation NORTHERN WATCH and SOUTHERN WATCH), Operation

² *ibid.*

IRAQI FREEDOM and ENDURING FREEDOM. Last year (CY2010), Guard Airmen filled 54,604 manpower requests, and 89% of these Guard Airmen responded to the call voluntarily, without the need for "involuntary mobilization." On 17 March this year, as the United Nations Security Council passes the Libyan no-fly zone resolution, Air National Guard aircraft and air crews were at Forward Operating Bases awaiting orders.

The world is a very different place today than when Secretary Laird established the Total Force, but the underlying principle of the Total Force remains true: the nation can maintain defense capabilities at less total cost through careful balance of Active and Reserve Component forces.

Secretary Gates charged the Department "to generate efficiency savings by reducing overhead costs, improving business practices, or culling excess or troubled programs."³ While our leadership is making tough decisions, we know the Air National Guard is well situated as a cost-effective answer in both our defense and domestic response roles.

The Air Guard provides a trained, disciplined, and ready force for a fraction of the cost. The Air National Guard savings are due to our part-time business model. Approximately 70% of our Guard Airmen are traditional part-time professionals, meaning that they are only paid when serving on active duty or training. Also, the Air National Guard seldom pays subsistence or housing allowances, or for permanent change of station moves for the members and their families.

³ Robert M. Gates, Statement on Department Budget and Efficiencies, January 06, 2011.

Another key factor to our cost effectiveness is the infrastructure savings inherent in the Air National Guard basing model that not only allows us to operate efficiently, but also allows us to be a part of, and contribute to, communities across the country. With some of our leases costing as little as one dollar annually, the Air Guard is able to realize even more cost savings through its supporting infrastructure. In fact, for less than \$4 million annually through Joint Use Agreements, the Air National Guard provides stewardship to approximately \$12 billion in infrastructure.

Domestic Operations

A third element to Air National Guard cost-effectiveness is its contribution to homeland defense and support to domestic civil authorities. As an example, on July 6, 2011, there were 2,516 Guard Airmen actively engaged in homeland defense and support to civil authorities including protecting American skies through Air Sovereignty Alert, assisting with critical infrastructure protection, and assisting their local communities with disaster recovery in North and South Dakota, Missouri, and Nebraska. This also includes 570 Guard Airmen supporting local and national counterdrug programs and 130 Airmen assisting the US Border Patrol on our southwest border. On July 6th, Air National Guard Modular Aerial Fire Fighting (MAFFS) units dropped 7,208 gallons of fire retardant supporting the National Forestry Service in New Mexico.⁴

⁴ ANG MAFFS units have flown 127 missions, 133.9 flight hours, and dropped 320,195 gallons of retardant since the beginning of the 2011 fire season.

Many are unaware of the contributions and skills our Guard Airmen provide to domestic support to civil authorities. The Air National Guard has particular core capabilities for which we are uniquely trained and equipped.

Many have been used in the past year alone, to include:

- Air Defense (Air Sovereignty Alert)
- Air Traffic Control
- Airlift (transportation, supply, & evacuation)
- Civil engineering
- Specialized medical care & evacuation
- Incident awareness & assessment
- Aerial firefighting
- Search and rescue (aerial & ground)
- Communications

The Air National Guard's support to civil authorities is based upon the concept of "dual-use," *i.e.*, equipment purchased by the Air Force for the Air National Guard's federal, combat mission, can be adapted and used domestically when not needed overseas. For example, an Air National Guard F-16 wing contains not only F-16 fighter aircraft but fire trucks, forklifts, portable light carts, emergency medical equipment including ambulances, air traffic control equipment, explosives ordinance equipment, etc., as well as well trained experts – all extremely valuable in response to civil emergencies. However, if the F-16 wing converts to a non-flying mission or even a Remotely Piloted Aircraft mission, much of this dual-use equipment may leave with the F-16 aircraft. As

the Air Force proceeds with its recapitalization and modernization plans, we need to ensure our citizens are not left without essential disaster response capabilities.

Future of the Air National Guard

Our National Guard Airmen want nothing more for the future than to continue to serve their country, state, and local community. These are men and women who are very proud of the National Guard's 375 years of service, but they also understand that the nation's needs are changing and are dedicated to ensure the Air National Guard remains an essential element of the Total Force, and at the same time, is cost-effective. But we also know that in today's uncertain world cost alone is not sufficient; the Air National Guard must also be ready and accessible if it is to be effective

For the Air National Guard to be effective, it must have equipment capable of performing the mission and able to integrate seamlessly into joint operations. Our Airmen must also be capable of performing the mission through training and professional education.

And finally, effectiveness requires accessibility. The proposed changes to Title 10, Section 12304 will improve the accessibility to the Air National Guard as a rotational, operational force to augment the Air Force as well as providing support to local, state, and federal civil authorities during emergencies. Furthermore, the provision requiring manpower costs be included in the budget will help ensure that the funding is available for using the Reserve Components. If the nation is to continue to rely upon the Reserve Components, as we believe it

should, then the Reserve Components must be equipped and trained commensurate with the Regular Components and the Department must budget for their use.

Closing Remarks

Our National Guard Airmen have proven themselves to be ready, reliable, and accessible in recent actions here at home and overseas. Every dollar spent on the Air National Guard provides our nation an unmatched return on investment. Given adequate equipment and training, the Air National Guard will continue to fulfill its Total Force obligations and seamlessly integrate into the Joint theater operations and respond to domestic emergencies.

We need your help to ensure that the Air National Guard of tomorrow is as a ready, reliable, accessible, and cost effective as it is today.

Thank you for the opportunity to be here today, I look forward to your questions.

STATEMENT BY

**MAJOR GENERAL RAYMOND W. CARPENTER
ACTING DIRECTOR, ARMY NATIONAL GUARD**

BEFORE THE

**HOUSE ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON PERSONNEL**

FIRST SESSION, 112TH CONGRESS

ON

RESERVE COMPONENTS AS AN OPERATIONAL FORCE

JULY 27, 2011

**NOT FOR PUBLIC DISSEMINATION
UNTIL RELEASED BY
THE HOUSE ARMED SERVICES COMMITTEE**

Opening Remarks

Chairman Wilson, Ranking Member Davis, distinguished members of the subcommittee; I am honored to appear before you today, representing 360,000 plus Citizen-Soldiers in the Army National Guard (ARNG), an organization that is historically part of the foundation of our great democracy.

From Citizen Soldiers to an Operational Force

Our Army National Guard (ARNG) is approaching a decade of war with an all-volunteer force. Army National Guard Mobilizations in Support of Overseas Contingency Operations in FY10, including Soldiers who have mobilized multiple times, were 41,744 for Operation Enduring Freedom (Afghanistan) and Operations Iraqi Freedom & New Dawn. There were an additional 3,054 mobilizations to the Balkans, Sinai, and elsewhere around the world. A staggering 477,323 Soldiers (number of individual ARNG Soldiers mobilized was 353,474) have been activated since 9 /11, and 37,266 Soldiers are currently mobilized as of 31 May 2011.

We are an operational force in a transition mode within the ARFORGEN rotational cycle. To the credit of our Soldiers and their leaders, we are experiencing huge successes in our homeland defense and overseas missions. We continue to see young, and not-so-young, people who want to join and serve in the ARNG. Just as impressive are the retention rates of our current serving force; most are combat veterans who make the decision to continue to serve at historic rates. They clearly understand we are at war.

Our reenlistment rate as of EOM March 2011 for enlisted Soldiers is 68.5% of our total force and 73.9% of our Soldiers with Mobilization experience. These retention numbers are especially impressive when we consider that at the end of FY10 the average dwell time for our Soldiers with mobilization experience was 2.4 years. As a first step, the Army goal is to achieve 4 years dwell by 2014, but balancing the force will not happen overnight.

The experience we have gained since 9/11, the modern equipment fielded, the training delivered to our Soldiers, and the frequency of deployments, have resulted in a highly seasoned, well-equipped combat force.

- As of the end of May 2011, 54% of ARNG Soldiers are combat veterans; more than half of our force – and we are working to retain that elevated level of experience.
- At the end of FY10, 84.45% of ARNG forces were Duty Military Occupational Specialty (MOS) Qualified
- This represents an escalating increase from 73.27% at the end of FY08 and 83.06% in FY09.

Our current level of ARNG combat experience and expertise is unparalleled. Prior to 9/11 the Reserve Component's role as a strategic reserve was focused on providing a hedge against major combat operations. This role assumed a significant training period prior to deploying RC forces and we required ample warning of their impending usage. Following 9/11, it became clear that the RC needed to respond quickly as part of the operational force in

order to sustain combat operations in Afghanistan and Iraq as well as continue on-going US military obligations around the globe. Transitioning from a strategic reserve into an operational force required significant resources to properly man, equip, and train our RC formations to necessary readiness levels.

Now, after a decade of successful operational usage of the Reserve Component, it is clear the RC role as an operational force is critical to enabling the total Army to fulfill its mission to our Nation. The RC is at unprecedented levels of readiness, fully compatible with our Active Component brethren, and capable of accomplishing any mission across the full spectrum of operations.

Maintaining the RC as an Operational Force will also minimize the need for significant future investments. An array of Army and DoD studies, including the OSDRA and the General Reimer Study, has indicated that the cost of the RC and the AC are relatively equal when employed. However, when not employed in an active mission the RC is significantly less expensive. As the demand for forces decrease, maintaining an Operational Reserve will provide our Nation with a premiere military capability while preserving the gains of the last decade at a significantly favorable cost-to-benefit ratio.

For a fraction of the investment to date, the RC can preserve this level of readiness and maintain our interoperability – both imperative for an operational reserve. This can be achieved in a budget-constrained environment making the Army National Guard an extremely cost-effective, substantially paid-for option that the nation needs to sustain. With this in mind, it is important that we

maintain our key force structure elements of 8 Divisions, 8 Combat Aviation Brigades, and 28 Brigade Combat Teams (BCTs).

Equipment and Critical Dual Use

Our nation has invested over \$37 billion in equipment for the Army National Guard in the past six years. That investment was made in both Critical Dual Use (CDU) and other required equipment, used for both domestic homeland crisis response missions and overseas contingency operations. Overseas contingency operations have spurred improvements in the capacity of the ARNG to support the war effort, to respond to natural and man-made disasters, to provide critical assistance during state and national emergencies, and to be prepared to respond to potential terrorist attacks in defense of the homeland. Our homeland response enterprise includes 10 Homeland Response Forces (HRFs) – 2 validated in FY11 and 8 in FY12, 17 Chemical, Biological, Radiological, Nuclear and High Yield Explosive (CBRNE) Enhanced Response Force Packages (CERFPs), and 57 Civil Support Teams (CSTs).

CDU equipment includes tactical radios, rotary aircraft, ground transportation vehicles, and digital command and control enablers. The Army has made significant efforts to improve the ARNG CDU equipment posture and remains committed to ensuring the ARNG has the CDU equipment required to support Homeland Defense/Homeland Security (HLD/HLS) and Defense Support to Civil Authorities (DSCA) operations. To highlight this level of commitment, ARNG equipment-on-hand rates for Critical Dual Use equipment are projected to

increase to 94% by October 2012. That's an increase of 19% over the four years since the ARNG began monitoring CDU rates.

During fiscal year 2010, the ARNG received over 154,000 pieces of new equipment valued at \$9.8 billion. With this influx of new equipment, the on-hand percentage for all equipment is currently at 92% and continues to be maintained at levels greater than 90%. The Army continues to improve the equipment on hand and modernization levels for the Army National Guard. The Army views this as critical for the ARNG to be employed as an operational force. The Army Equipping Strategy established aim points for units as they progress through the Army Force Generation (ARFORGEN) process which will help build unit readiness and maintain unit parity in terms of both modernization and interoperability.

Quality Facilities and Readiness

The Army National Guard is a community based force. As such, our facilities are often the foundation for community support of an all-volunteer force. The ARNG has made some great progress with several LEED (Leadership in Environmental and Energy Design) Silver certified facilities meeting the qualifying requirements for recycled material usage, natural lighting, and energy conservation. We have further opened the call for volunteer installations to take part in Army IMCOM's Net Zero initiative. The ARNG, however, still has much work to do to provide quality facilities to perform our dual mission across the 54 States and Territories. Quality facilities link directly with Soldier readiness,

family, youth, and morale programs such as Yellow Ribbon and Youth Challenge. The ARFORGEN model requires increased usage of ARNG facilities. However, forty percent of ARNG readiness centers are more than 50 years old and require substantial modernization or total replacement to meet the needs of an operational force. To achieve quality in facilities, we have thus far executed 99% of MILCON funds in FY10 and estimate we will need \$774 million in MILCON dollars for FY12.

Aviation Support

The Army National Guard (ARNG) aviation program, both fixed and rotary wing aircraft, provided huge benefits in supporting Domestic Operations this past year. Every year offers ARNG aviation a new set of challenges.

Last year, fixed-wing aircraft transported emergency supplies and personnel during floods, wildfires, and other emergencies across the nation and throughout the Gulf Coast during the aftermath of the Deepwater Horizon oil spill. During the oil spill recovery effort, ARNG aviation crews logged 3,722 hours and moved over 16 million pounds of cargo. The Operational Support Airlift Agency provided critical combat support by transporting blood donations and Wounded Warriors across the United States. Fixed-wing aircraft also transported much-needed supplies and personnel to Haiti after the January 2010 earthquake. At home and abroad, these aircraft flew 53,029 hours, completed 11,312 missions, transported over 3.5 million pounds of cargo, and carried more than 70,000 passengers.

Rotary wing units and aircraft in FY10 flew approximately 50,000 hours in civil support. These missions included support of disasters and declared emergencies in which Guard aviation displayed versatility and flexibility such as responding to the largest oil spill to affect the U.S., the Deepwater Horizon spill. ARNG rotary wing crews flew missions such as sand bag emplacement, personnel evacuation, engineer damage assessment, and law enforcement agency support. In Haiti the Puerto Rico National Guard flew two UH-60s based out of the Dominican Republic in support of the American Embassy in Port-au-Prince giving an early signal that help was on the way to support the restoration of health services. ARNG Security and Support aircraft and crews continue to provide planned support to counterdrug operations nation-wide and notably along the southwest border. Our aviation forces responded to floods in Arizona, North Dakota, Louisiana, and West Virginia; provided wildfire support in Minnesota; and flew search and rescue missions in California, Colorado, New Mexico, Nevada, and Oregon. ARNG rotary wing missions crossed the full spectrum of domestic support.

ARNG fixed wing and rotary wing capabilities have been and continue to be a critical dual use asset that the Army and Adjutants General rely heavily upon. The operational tempo of our ARNG aviation units continues to be elevated as overseas commitments and domestic support requirements remain steady.

Army National Guard aviation not only supports Domestic Operations such as responses to hurricanes, oil spills, search and rescue operations, forest fires,

floods, and weather emergencies, in addition, we continue to support overseas deployments such as Operation Enduring Freedom, Operation New Dawn, and Kosovo. We do so with an aging aircraft fleet. Since 2001, the ARNG has retired over 600 legacy aircraft and fielded 300 modernized aircraft. The ARNG is simultaneously modernizing aircraft to reduce sustainment costs, increase readiness, and support interoperability for the deploying force. ARNG aviation also includes Unmanned Aircraft Systems and related Ground Support Equipment. Aviation and related support systems remain persistent items of interest on modernization priority lists.

The Army needs to continue its modernization plan if the ARNG is to meet current and future demands in the Homeland and on missions abroad. The ARNG fleet currently has shortfalls in CH-47 Chinook and AH-64D Apache airframes.

The Assistant Secretary of the Army (Acquisitions, Logistics and Technology) recently directed the Program Executive Office-Aviation to divest the C-23 Sherpa aircraft not later than 31 December 2014. In accordance with Army guidance, the ARNG developed a plan to retire the 42 existing C-23 aircraft in 2011-2015. The 2010 Vice Chief of Staff, Army capability portfolio review directed a requirements-based assessment on the need for Army utility fixed wing aircraft. The ARNG expects more fidelity from HQDA in the coming months on the number of utility fixed wing aircraft the ARNG will continue to retain and operate to meet Army fixed wing requirements.

National Guard and Reserve Equipment Appropriation

The National Guard and Reserve Equipment Appropriation (NGREA) is a special Defense Appropriation that complements each Service's base appropriation. NGREA is intended to procure critical modernization items of equipment that the base appropriation is not able to fund.

The Army's goal is to ensure that ARNG units are equipped properly with Critical Dual Use (CDU) capabilities to execute Homeland Defense and Defense Support to Civil Authorities (HLD/DSCA) missions effectively. These include federal missions, such as overseas deployments, and state missions, such as disaster relief in support of the governors.

Our specific ARNG goal is to equip the ARNG with over 80% of the CDU requirement. The Army has committed to keeping CDU equipment levels above 80% on hand. According to the National Guard and Reserve Equipment Report (NGRER) 2010 report, the ARNG has the following key equipping challenges:

- Achieving full transparency for procurement and distribution.
- Equipping units for pre-mobilization training and deployment.
- Equipping units for their Homeland Missions
- Modernizing our helicopter fleet
- Modernizing our Tactical Wheeled Vehicle (TWV) fleet

The above challenges involve obtaining a full complement of "heavy tactical vehicles, small arms, communications systems, field artillery systems, and combat systems" (NGRER, 2010, p. 1-8).

Military Construction (MILCON)

Currently, 40% of our Readiness Centers are over 50 years old. Not only do many of these facilities fail to meet the needs of a 21st century operational force, many fall short of DoD, federal, or state building standards and requirements to include: anti-terrorism/force protection, energy efficiencies, and Americans with Disabilities Act (ACT) requirements. The Army National Guard fiscal year 2012 military construction request for \$774 million is focused on improving this situation and making additional MILCON improvements in the categories of Grow the Army, Modernization, Transformation, Training Support, and Planning and Design and Unspecified Minor Military Construction. Under the Grow the Army category, we are submitting a request of \$101 million for 11 Readiness Centers. These new Readiness Centers will be implementing the energy efficiencies. For Modernization, our budget request includes \$197.7 million for 11 projects including readiness centers and aviation support centers in support of our modern missions. For Transformation, we are requesting \$197.9 million for ten projects which include three Tactical Unmanned Aircraft System Facilities (TUAS), five Readiness Centers, one Army Aviation Support Facility, and one Field Maintenance Shop. For Training Support: In fiscal year 2012, the Army National Guard is requesting \$245 million for 16 projects which will support the training of our operational force. These funds will provide the facilities our Soldiers require as they train, mobilize, and deploy. Included are five Operations Readiness and Training Complexes (ORTC), seven range projects, one Maneuver Area Training and Equipment Site (MATES), one railhead expansion

and container facility, and two deployment processing facilities. For Other Support Programs, our fiscal year 2012 Army National Guard budget contains \$20 million for planning and design of future projects and \$12 million for unspecified minor military construction to address unforeseen critical needs or emergent mission requirements.

Lack of a fully funded MILCON request creates a significant backlog for construction projects. Deficiencies primarily exist in four main areas within ARNG facilities: readiness centers, training facilities, maintenance facilities, and infrastructure. The funding backlog for readiness centers is \$30.3 billion; the majority of these facilities cannot meet anti-terrorism/force protection (AT/FP) requirements.

ARNG Resilience

People are our most precious resource. The quality of the Citizen-Soldiers of the Army National Guard is unprecedented. However, we are experiencing a troubling increase in the incidence of suicides. In Calendar Year 2010, the ARNG suicide rate nearly doubled; the number of ARNG suicides for CY2009 and CY2010 were 62 and 112, respectively. Ninety-one percent of the ARNG Soldiers who committed suicide were Traditional Drilling Guardsmen vs. full-time Army National Guard and are not eligible for many of the support services available to the AC or our Title 32 Active Guard and Reserve Soldiers. Some had deployed in support of Army operations and over half had not deployed or were still in the process of being indoctrinated into the ARNG. While we do not

know what triggers their actions, we do know the stressors that may affect their outlook. Employment issues, relationship issues and previous behavioral health issues must be identified and mitigated to promote Soldier welfare and well-being. Subsequently, the ARNG is teaming with DoD and the Army to incorporate Traditional Drilling Guardsmen into future studies such as the Study to Access Risk and Resilience in Our Service Members (STARRS).

The ARNG has made the promotion of Resilience and Risk Reduction with a corresponding decrease in suicidal behavior our top priority. The ARNG has developed a holistic approach to enhance the resilience and coping skills of our Soldiers, Families, and Civilians by promoting risk reduction through leadership awareness, training and intervention programs. The ARNG Resilience, Risk Reduction and Suicide Prevention Campaign Plan was developed to promote an integrated program of prevention, intervention and mitigation at all levels. This document nested all other collaborative efforts within DOD, Army and NGB to promote unity of effort and synchronize our objectives. The plan was also distributed to State Leadership to shape and focus their efforts on improving the mental, physical, and spiritual health of their Soldiers and Families throughout our formations.

Since our Citizen-Soldiers are reflective of American society, it comes as no surprise that in-depth analysis indicates the increased ARNG suicide rate may correspond to an increasing national trend in at-risk and suicidal ideations and attempts. In addition to our efforts to promote Soldier resilience, the ARNG leadership also recognizes the role of ARNG Families, Peers, and Employers as

providing the foundation of each Soldier's support network. These groups are present in the Soldier's life between their traditional drill periods and have the ability to identify and address negative behaviors before they lead to functional impairment or at-risk behaviors. The ARNG provided the States with training programs for both family members and employers to assist in identifying those that should be referred to unit leadership for assistance and the applicable support services available in their community. States have capitalized on community based resources and solutions to provide services beyond the installation.

The ARNG resourced 54 Suicide Prevention Program Managers in the States in FY10 and trained over 356 Master Resilience Trainers assigned to brigades and battalions. We are striving to help each of our Soldiers become ready and resilient. For instance, the ARNG Leader's Guide to Soldier Resilience was developed to provide "battle drills" for common Soldier issues; this publication complements the ARNG CSM's Soldier to Soldier Peer Support program promoting "Buddy Aid" including basic intervention skills and trigger points for referrals or emergent care. The ARNG CSM has emphasized the roles and responsibilities of leadership during his two national CSM conferences this past year. Our Soldiers and families are encouraged to take the Global Assessment Tool, which identifies individual resilience levels and uses the self developmental modules to increase self awareness and resilience. Additionally, we increased collaboration with the Army Center for Substance Abuse in order to address substance abuse prevention, outreach and treatment for Soldiers, as

well as Leaders and Families, so they understand their roles. Our efforts to increase assets available to Commanders to improve Soldier resilience include partnerships with national and community organizations such as the American Red Cross, Substance Abuse and Mental Health Services Agency, counselors and clergy, and use of the Army's Comprehensive Soldier Fitness Program.

Within the Army National Guard, we have set an ultimate goal of zero suicides. Our current count is 42 suicides so far this calendar year versus 67 this time last year. At this time it is too early to determine State level trends but we will continue to monitor them. Several States have developed comprehensive social support and mental health initiatives. These programs emerged out of a need to promote Soldier and family resilience and reduce potential stressors including employment and financial issues, domestic strife and promoting reintegration following deployment. Several of our States including Michigan, Nevada, Nebraska, California, Wisconsin, Kansas, and Illinois have innovative resilience programs and the National Guard Bureau is encouraging the exchange and expansion of best practices. The Army National Guard, in conjunction with the Active Army, the Department of Defense, the Department of Veterans Affairs, and each of the States, territories, and District of Columbia has made turning this trend around a priority. Many more efforts too numerous to cover here are ongoing and I am confident that, as a team we will turn this trend around. In the end, I believe the Soldiers and Families of the Army National Guard will be more resilient and ready in the service to the communities, States and the nation.

While the ARNG is making great strides within States to integrate suicide prevention, intervention, and risk mitigation at all levels, more work needs to be done. Desired ARNG capabilities, in terms of resilience, risk reduction, and suicide prevention, include emergent care and treatment for ARNG Soldiers regardless of status; behavioral health and substance abuse treatment for Soldiers, regardless of status; resources to train and support State Resilience and Crisis Intervention personnel; and embedded behavioral health capability at the brigade level to promote healthy lifestyles and provide early identification of the potential at-risk Soldiers. After a nearly decade-long era of "persistent engagement," ARNG families have been truly remarkable and their health and well-being are absolutely critical to the security of the nation. The services are vital to sustain our role as an operational force as well as promoting the continuum of care for those AC Soldiers who will transition to the RC during the upcoming reduction in the Army's end strength.

Acknowledging unemployment as a stressful challenge affecting our Soldiers and Families, the Army National Guard implemented employment outreach as a necessary step in building resilience. The Job Connection Education Program is an employment initiative designed to help improve quality of life for unemployed or underemployed Soldiers. This program focuses on how Soldiers seek, obtain, and retain civilian employment.

In 2009, the Army Reserve and the Army National Guard became partners in a collaborative effort to build relationships with employers. In 2010, the employment program was renamed to the Employer Partnership Office (EPO).

The goal of the EPO program is to create employment opportunities for Soldiers by establishing a good working relationship with the private sector. The program, in 2011, is known as the Employer Partnership of the Armed Forces. Members from all the Reserve components, their Families, and Veterans have access to the tools and benefits of this program.

Of most importance is the effort to build resilience in our Soldiers. We are training "Master Resilience Trainers" and "Resilience Training Assistants" both of whom are Soldiers with acquired resources and insights. They will be assigned to every Company-size unit and will be responsible for teaching Soldiers coping skills. There are many more efforts too numerous to cover here that are ongoing and I am confident that, as a team we will turn this trend around. In the end, I believe the Soldiers and Families of the Army National Guard will not just be physically strong, but will be an emotionally and spiritually stronger force in service to our States, territories, District and nation.

Medical Readiness

Medical readiness of the Army National Guard is one of our highest priorities and as such we have provided the states with additional resources in support of the medical readiness mission. A national Case Manager/Care Coordinator contract has been in place since 2006 to assist in supporting the management of Soldiers identified with medical conditions that prevent deployment. Currently 100 Nurse Case Managers and 328 Care Coordinators

are supporting all medical issues to ensure Soldiers have the best opportunity to regain medical deployability status.

In the past two years we have added full-time Medical Readiness NCOs (Non-Commissioned Officers) located in Battalion and above organizations. Medical Readiness NCOs are responsible for the identification of medical conditions which may require some action by the case management team and serve as the medical readiness advisor to the commander.

Medical care has always been in place to support any Soldier in the ARNG with an injury or illness proven to be in the Line of Duty (LOD). The care is coordinated with the Military Medical Support Office through our Joint Force Headquarter Health Systems Specialist (HSS). Medical care provided based on an LOD is limited to the condition that occurred while in a duty status. With this in mind there are additional facts on the ground to consider:

- Traditional Mobilization-day Soldiers are not authorized to receive care from uniformed providers during IDT training. The only care authorized is to save life, limb or eyesight.
- Soldiers are directed to local emergency room for care that often times could be completed by ARNG provider assigned at training site.
- Minimal medical care is available when medical providers are serving on their 15 days of annual training. Anything more than urgent care is referred to local emergency room.
- All medical providers in the ARNG are credentialed and privileged.

There is no question that with the authority to perform medical or dental care from uniformed credentialed AMEDD providers in the ARNG, we could contribute to building the overall readiness in the ARNG. ARNG providers could assist firsthand in assuring a level of continuity of care and involvement in Soldier medical/dental care that is currently restricted, based on current law and regulation. As a result, we are only authorized to provide emergency care in IDT status and limited routine care in AT status. Actually being able to provide limited treatment would assist greatly in building overall readiness and would shift cost from contracted care to uniformed care.

Additional efforts have been made administratively to provide assistance to those Soldiers identified who have certain medical conditions. The ARNG Medical Management Processing System was introduced this past December and provides a framework to manage Soldiers identified with medical conditions through the complexities of our health care systems. Effective use of this framework can assist in the return of Soldiers into our formations or into the Physical Disability Evaluation System (PDES).

In an effort to assist reserve component Soldiers who were having difficulty in negotiating the Army PDES, the Army established the Reserve Component Soldier Medical Support Center. The purpose of the RC SMSC is to expedite and assist Soldiers with PDES processing and ensure packets going through this system are complete, validated and tracked by the Electronic Medical Board system (eMEB). It appears up to 12,000 Soldiers in the ARNG

may require processing through the Medical Evaluation Board/ Physical Evaluation Board (MEB/PEB).

When preparing our Soldiers for mobilization much time and effort is taken to ensure all Soldiers meet the medical standards as outlined by the theater of operation. Today, units arrive at mobilization stations with over 90% of all Soldiers in the ARNG ready for deployment. The other 10% have minimal medical actions required in order to clear them for deployment. With that said less than 1% of the ARNG Soldiers sent to mobilize come back to the state with an identified medical concern that prevents them from deploying into their theater of operation.

Since September 2001, 647 ARNG Soldiers have paid the ultimate sacrifice in combat operations while 5,299 were wounded in action. As of March 7, 2011 the ARNG has 1,795 Soldiers assigned to the Warrior Transition Unit (WTU), 1,481 assigned to the Community Based Warrior Transition Unit (CBWTU) with a combined population of 3,276 Soldiers currently assigned. The cumulative numbers of Soldiers assigned since September 2001 is 29,007. Additionally, 5,164 Soldiers have been wounded in action and 10,702 suffered from disease or non-battle injuries while deployed in support of contingency operations.

Soldiers who have deployed in support of a contingency operation have additional medical resources to call upon when the need arises. All Soldiers who deploy are eligible for TRICARE Early Eligibility 180 days prior to mobilization and 180 days post mobilization through the Transitional Assistance Management

Program (TAMP). Eligible family members are also able to participate in TRICARE during the Soldiers mobilization. In addition, Soldiers can enroll in the Department of Veterans Affairs (VA) health care system during demobilization. Recently discharged combat Veterans are eligible to take advantage of an enhanced health care enrollment opportunity for 5 years after discharge. After the 5 year period, these Veterans will still be able to apply for health benefits with VA, but will have their status for receiving VA health care determined under normal VA procedures that base health care priority status on the severity of a service-connected disability or other eligibility factors. This would mean some Veterans could face income or asset-based restrictions, as well as delays in establishing their VA health care eligibility while their disability status is determined.

Providing care for our Soldiers who have never deployed has improved since Congress passed legislation in 2008 to support participation in the TRICARE network via TRICARE Reserve Select (TRS). TRS is a premium based health plan available for members of the Ready Reserve and their family members. Current premiums are \$53.16 per month for member only coverage and \$197.76 a month for member and family coverage. Although that might not seem like a lot of money, for a junior enlisted Soldier that could mean his or her entire monthly drill check going to pay for health care premiums. As of January 2011, 15,769 Soldiers are currently enrolled in TRS in the Army National Guard. The ARNG is focusing on reducing the number of medically non-deployable

Soldiers within our formations, but without a full-time health care benefit medical readiness, remains a challenge.

Broader Scope Through §12304

Currently Section 12304 of Title 10 United States Code provides a limited Presidential Reserve Call-up to augment active forces. This includes operational missions and select emergency response operations such as actual or potential Weapons of Mass Destruction threat and terrorist attack scenarios. The Department of Defense's reliance on the ARNG as an Operational Force requires changes to that law. This proposal will allow the National Guard to support combatant commanders in missions other than war for 365 consecutive days.

In considering the legislative proposal submitted this year, the ARNG believes that the changes were consistent with the ARFORGEN cycle to ensure the ARNG can fully support combatant commanders, contingency missions, and provide domestic support.

It is important that Congress fully support the Department's proposal to retain approval authority under Section 12304 with the Secretary of Defense to ensure adequate resources are programmed for these missions.

The ARNG will support the Department's needs today and in the future. This proposal will allow the National Guard to remain and operational force and provide combatant commanders with the unique skills and capabilities of the National Guard

§12304: ARNG's Wider Missions

A broadening in scope of §12304 could potentially enable more flexible employment of ARNG forces and assets to support and execute a variety of new and emerging missions to include, but not being limited to, the following potential areas:

Full Spectrum Development (FSD) Units - Modeled on the initial successes of the ARNG Agribusiness Development Teams (ADT) and potential extension of the Security Advise & Assist Teams (SAATs), this expanded effort seeks to create a paradigm within the ARNG to identify and enable a host of Theater Engagement opportunities for ARNG units to assist developing nations on matters of civic governance, agriculture, emergency management, crisis response, and internal defense. These organizational efforts would include inculcating FSD Units to address:

- Food Production, Warehousing and Marketing
- National Infrastructure and Vertical Construction
- Infrastructure and Electrical Grid Improvement
- First Responder Operations
- Municipal Government Structuring
- Rule of Law Initiatives (e.g., Legal Matters, Judges, Magistrates, Law Enforcement, and Administration).

The ARNG has the potential to serve in virtually hundreds of areas to exploit potential Theater Engagement opportunities to support the Combatant Commander and his TSC mission objectives.

Foreign Consequence Management (FCM) - Based on the Department of State's Definition of FCM including:

- Any international event involving contamination from a Chemical, Biological, Radiological, or Nuclear (CBRN) source that has the potential of creating catastrophic human casualties.
- Releases that threaten to overwhelm existing host nation (HN) response capabilities and prompt a request for immediate international assistance.
- Responding to, managing, and mitigating the effects of a CBRN event where the host nation's government always retains the lead responsibility for the response.

While the ARNG's large CBRN response force allows for domestic disaster recovery, current law prevents Civil Support Teams from responding outside the United States. No such law prevents deployment and employment of Chemical, Biological, Radiological/Nuclear, and High-Yield Explosive Event Enhanced Response Force Package or Homeland Response Force; which contains the life saving capabilities needed for these types of disasters. FCM can be tied to the bigger picture of Security Cooperation as well. By adding FCM as

part of the CBRN response for CERFP and HRF, the ARNG can participate in a greater, global range of dual-role mission sets.

Exercise, Exchanges, and Theater Engagement - The ARNG currently fills 63% of all exercise requirements for the Gulf Cooperation Council (GCC). With a budget of approximately \$17M, the ARNG sends in excess of 20,000 Soldiers OCONUS to participate in bilateral and multilateral exercises in direct support to the Army Service Component Command (ASCC) Campaign Plans. Each FY, approximately 400 Soldiers annually participate in exchanges with the United Kingdom, Germany, Norway, France and Italy. As a key component towards building partner capacity, the ARNG has apportioned a Maneuver Enhancement Brigade to US Army Africa and an Engineer Brigade to US Army South to provide a subordinate level command and control headquarters as well as an available pool to fill ASCC requirement shortfalls. More than 7,000 Soldiers will participate in engagement activities in support of the State Partnership Program and its 62 members. The ARNG should continue to support engagement requirements from the Army Global Civil-Military Emergency Preparedness Program, Security Assistance Training Management Organization, and other programs to enhance the Army Service Component Command Campaign Support Plans.

ARNG Citizen-Soldiers, through the SAATS methodology, advise developing nations on improving internal defense capabilities and provide

assistance in establishing infrastructures and economic bases for regional stability. Proposed SAATs mission sets would include:

- Emergency Preparedness & Consequence Management.
- Border/Port Security Mentorship and Training.
- Counter Drug Training & Demand Reduction Education.
- Cyber Security Training to include Computer Network Defense.
- Professional Military Development at the small-unit leader level.

Cyber Future Capacity - Since the focus of Cyber initiatives remain within building a national, operational defense capacity, the ARNG is uniquely available to accomplish this objective. Data Processing Units could be used as the model for building organic Cyber-Unit capacity within the ARNG. These Citizen-Soldier Cyber-Units would then serve as the first responders to a Cyber attack in the states; given a physical attack on the Homeland would likely be preceded by a Cyber event. Possible organizational growth in each FEMA region further enables Homeland Defense response and orchestration.

Increased Training Requirements Prior to Mobilization

ARFORGEN training will follow the standard progressive path starting with individual/crew/squad-section advancing to platoon and ending with company level proficiency (not precluding Staff CPXs, BN FTXs thru MRXs, etc.). As such training requirements will be dependent on a specified mission, or the

requirement to maintain/sustain MTOE mission readiness pending a potential mobilization.

- Deployment Expeditionary Forces (DEF) units will train on specified tasks and requirements IAW their assigned mission.
- Contingency Expeditionary Forces (CEF) units will conduct their MTOE mission training ISO full spectrum operations, or on tasks mandated for assigned mission. CEF units continue their wartime MTOE training during the Available Phase until assigned a DEF mission and mobilized.
- Any additional mission-specific training for re-designated DEF units will be completed during post-mobilization and prior to deployment.

Closing Remarks

The ARNG has, by any measure, exceeded all expectations required by operational deployment. These have been real-world missions. They have run the gamut from global engagements half a world away to rapid responses when disasters occur on America soil.

Our evolutionary arc, toward an operational force, has been accelerated by the right equipment and the right training. The result is the right ARNG for the nation.

In 2011 the ARNG offers a double return on investment:

- In the near term we are more cost effective - even in times of fiscal constraint.

- In the long term we are a more ready – to help avert (or respond to) another 9/11 event, to play an integral role in the Total Army and to safeguard the Homeland.

I appreciate the opportunity to be here today and invite your questions and comments. Thank you Chairman Wilson, Ranking Member Davis, distinguished members of the subcommittee. Thank you.

United States Air Force



Presentation Before the
House Armed Services Committee
Subcommittee on Military Personnel

Reserve Component Hearing

Witness Statement of
Lieutenant General Charles E. Stenner, Jr.
Chief, Air Force Reserve

July 27, 2011

NOT FOR PUBLICATION UNTIL RELEASED BY
THE COMMITTEE ON ARMED SERVICES
UNITED STATES HOUSE OF REPRESENTATIVES

Introduction

The 21st Century security environment requires military services that are flexible -- capable of surging, refocusing, and continuously engaging without exhausting their resources and people. The United States Air Force continues to present capabilities in support of joint operations, and the Reserve Component has evolved to the point that we are critical to those operations. With increasing fiscal constraints, Reservists remain efficient and cost-effective solutions to our Nation's challenges.

In this dynamic environment, the Air Force Reserve (AFR) excels. Reserve Airmen support our Nation's needs; providing operational capabilities around the globe. Today, Air Force Reservists are serving in every Area of Responsibility (AOR), and there are approximately 8,600 Air Force Reservists activated to support operational missions.

This year brings continued opportunities. Air Force Reserve Airmen are integrated into a wider variety of missions across the full spectrum of not only inherently Air Force operations, but joint operations as well. The Department of Defense (DOD) continues to seek innovative ways in which to gain greater access to, and leverage the unique experiences and skills of, Reservists. This effort recognizes our Citizen Airmen have talents that have been developed in the Air Force Reserve, but are strengthened in employment with civilian employers.

Overview

The Air Force Reserve is helping to lead the way in improving Air Force capability for Fiscal Year (FY) 2012 and beyond. The FY12 President's Budget request would fund Air Force Reserve requirements of approximately \$5 billion. It provides for the operation and training of 34 wings, funds 117,769 flying hours, maintains 344 aircraft, and provides for the readiness of 71,400 Reservists and 4,157 civilian employees. Our budget request is about 4% of the total Air Force budget, and includes \$2.27 billion for operations and maintenance for air operations, service support and civilian pay; \$1.7 billion for military personnel; and \$34 million for military construction.

Force Readiness

Reservists continue to play an increasing role in ongoing global operations. This reliance can be seen during surges such as those in Iraq and Afghanistan. Properly training and equipping the Reserve Components will ensure the Nation continues to have a "Strategic Depth" to meet existing and future challenges.

Our Airmen are a cost-effective force provider, and comprise nearly 14 percent of the total Air Force authorized end-strength at only 5.3 percent of the military personnel budget. Put differently, Air Force Reserve Airmen cost per capita is 27.7 percent of Regular Air Force Airmen, or roughly 3.5 Reserve Airmen for the cost of one Active Component Airman.¹ It's important to emphasize when Air Force Reserve Airmen are not training or performing an operational mission – they are not being paid; yet they remain ready to respond to crises around the globe within 72 hours should they be called upon. Given the resource challenges affecting our Nations' security, this fulltime readiness/part-time cost is the most cost efficient model for doing business.

Additionally, Reserve Airmen are among the most experienced Airmen in the Air Force. Air Force Reserve officers average roughly 15 years of experience, and enlisted members average 14 years of experience, compared to 11 years and 9 years for Regular Air Force officers and enlisted members, respectively. Sixty-four percent of Air Force Reserve Airmen have prior military experience--another demonstration of the economic benefit of the Reserve components. This experience can translate into additional cost efficiencies, such as reduced aircrew training costs for experienced aviators, who require fewer flying hours for training. By enabling Airmen to continue serving, we also retain the significant training investment made by the Active Component in these professionals.

In an effort to more efficiently capitalize on the experience and readiness of our members, this year we established a Force Generation Center (FGC) to provide a single point of entry for accessing Air Force Reserve forces. This organization modernizes our force management practices to provide a unified picture of our combat capability, our total support to the Air Force and Combatant Commanders, and also provides our customers with a single point of entry with a consistent set of business rules. We now have visibility and accountability of reserve forces in categories where we previously had limited or no real time information.

¹ FY 2010 Budget, figures derived from ABIDES (Automated Budget Interactive Data Environment System), the budget system currently in use by the Air Force and recognized as the official Air Force position with respect to the Planning, Programming and Budget Execution (PPBE) system. Inflation data used for any constant dollar calculations were based on average Consumer Price Index for All Urban Consumers (CPI-U) rates for the past ten years: roughly 2.6% average annual rate of inflation. Medicare Eligible Retirement Health Care (MERHC) is an accrual account used to pay for health care of Medicare-eligible retirees (age 65 and beyond). Cost per capita figures were derived dividing cost of Selected Reserve program by Selected Reserve end-strength. When MERHC figures are included, the cost of Air Force Reserve Airmen to Regular Air Force Airmen increases to 30.4%.

Additionally, the Force Generation Center allows the Air Force Reserve to be more responsive to the needs of individual Reservists, providing them greater predictability while making participation levels more certain. This ultimately provides Combatant Commanders with more operational capability. Collectively, these actions will contribute to the overall health of the Air Force by improving the sustainability and operational capability of the Air Force Reserve required today and tomorrow.

Force Rebalance

For continued Air Force Reserve contributions towards on-going operational requirements, we must continue to use the long-term mobilization authorities that have been in use for the past ten years. If not, the Services will revert to volunteerism as the sole planning tool for force generation to meet Combatant Command requirements.

The Department of Defense has proposed an amendment to 12304, which more clearly delineates the authority to mobilize reservists for steady state operations. For predictability of Reserve Component members and their families, a combination of voluntary service and involuntary activation must be available. If enacted, however, the Air Force does not intend to use this new authority to mobilize its Air Reserve Components at this time.

The strategic nature of the Reserve Components historically made us vulnerable to reductions in resources and budgets. This often resulted in rebalancing resources among the components based on a strategy that favored near-term operational risk reduction over longer-term cost effectiveness and wartime surge capability. This was a logical approach to allocating risk at the time because Reserve Component daily operational capabilities depended almost exclusively on volunteerism, which was difficult for planners to quantify with a desired degree of assurance. That legacy model is now the exception rather than the rule, since risk associated with the Reserve Components can be both measured and controlled through management and integration of volunteerism with sustainable mobilization plans based on the force generation model construct. This allows the Services to make force rebalancing decisions today based on business case analysis rather than focusing exclusively on near-term risk avoidance.

The traditional approach to rebalancing during a budget reduction has been to reduce Reserve Component force structure to preserve Active Component operational capabilities, or to reduce all components through some proportional or fair-share model to spread risk across the force. It is now possible to quantify and plan for a predictable level of assured access to

operational support from the Reserve Components in critical capability areas, the traditional approach is no longer valid. Because access to operational support capability is quantifiable, it is possible to do reliable cost/capability tradeoff analyses to quantify both cost and risk for options placing greater military capability in the Reserve Components. This does not mean that Reserve Component growth will always be the prudent choice, but it does mean that the choice can be made based on measurable outcomes of cost, capability, and risk, rather than using arbitrary rules of thumb or notional ratios.

A new approach to rebalancing allows for a force that is agile and responsive to uncertainty and rapid changes in national priorities, and mitigates the loss of surge capability and the high cost associated with the traditional approach to adjusting force mix. Any approach should acknowledge the Reserve Components have become and will remain a responsive operational force. Such a force necessarily allows the Services to respond quickly and efficiently to funding reductions without decreasing war-fighting capability or incurring large Active Component recruiting and training costs.

Force Support

While the Air Force Reserve meets the needs of new and emerging missions, we face significant recruiting challenges. Not only will we have access to fewer prior-service Airmen, we will be competing with other services for non-prior service recruits².

In the past year, the Air Force Reserve has experienced the most accessions in 16 years and the highest amount of non-prior service recruits in over 20 years. To improve our chances of success, we have increased the number of recruiters working in the field to attract quality candidates. While we focus on recruiting, we must remain mindful of the experienced force we need to retain. Air Force Reserve retention continues to show positive gains in all categories. In FY10, both officer and enlisted retention rates increased, with career Airmen retention at its highest level since 2004 and officer retention recovering to FY 2007 levels.

² According to the Office of the Secretary of Defense, Personnel & Readiness, only about 26% of today's youth are qualified to serve without obtaining a waiver. Shrinking numbers of qualified youth, coupled with AFR's increased reliance on Non-Prior Service members, and a highly competitive recruiting atmosphere will continue to challenge our recruiting force.

With Congressional support, we have implemented a number of successful programs to increase and maintain high recruiting and retention rates. For example, we implemented a “Seasoning Training Program”. This program allows recent graduates of initial and intermediate level specialty training to voluntarily remain on active duty to complete upgrade training. Since its implementation, nearly 13,000 Reservists have become trained and available at an accelerated rate. With the increased number of non-prior service recruits coming into the Air Force Reserve, seasoning training has become a force multiplier and ensures the Air Force Reserve maintains its reputation for providing combat-ready Airmen for today’s joint fight.

The Bonus program has also been pivotal to recruiting and retaining the right people with the right skills to meet our requirements. The Bonus program enhances our ability to meet the demand for “Critical Skills”—those skills deemed vital to mission capability. Ordinarily, critical skills development requires extensive training over long periods of time, and members who have these skills are in high demand within the private sector. Your continued support, allows us to offer the appropriate combination of bonuses for enlistment, reenlistment, and affiliation. The Bonus Program is effective; 2,676 Reservists signed agreements in FY10. This figure is up 31 percent from FY09.

This committee’s support of legislation that enables us to fully develop members of our Fulltime Support program (i.e. military technicians and Active Guard and Reservists) as well as provides us with the authority to implement necessary force management measures, has been, and will continue to be, vital to ensuring Air Force Reserve readiness.

Conclusion

We take pride in the fact that when our nation calls on the Air Force Reserve, we are trained and ready for the fight. As an operational force over 70,000 strong, we are mission-ready and serving operationally throughout the world every day.

In a time of constrained budgets and higher costs, in-depth analysis is required to effectively prioritize our needs. We must understand the vital role we play in supporting our nation’s defense and concentrate our resources in areas that will give us the most return on our investment. Optimizing the capabilities we present is a top priority, but we must simultaneously support our Airmen, giving them the opportunity to have a predictable service schedule that meets the needs of Reservists, their families and their employers.

The Air Force Reserve must also remain flexible, capable of surging, refocusing, and continuously engaging without exhausting resources and people. In FY12 and beyond, it is imperative that we preserve the health of our strategic reserve and improve our ability to sustain our operational capability. Going forward, we need to continuously balance capabilities and capacity against both near-term and long-term requirements. The actions we initiated in 2010 and those we advance in 2011 will preserve the health of our force.

The United States Army Reserve

2011 Posture Statement

Submitted by

LIEUTENANT GENERAL JACK C. STULTZ

**Chief, Army Reserve and Commanding General, United States Army Reserve
Command**

and

Command Sergeant Major Michael D. Schultz

Command Sergeant Major, United States Army Reserve

To the Committees and Subcommittees of the

UNITED STATES SENATE and the HOUSE OF REPRESENTATIVES

First Session, 112th Congress

The annual Army Reserve Posture Statement is an unclassified summary of Army Reserve roles, missions, accomplishments, plans, and programs. The 2011 Army Reserve Posture Statement also addresses the support required by the Army Reserve to continue its transition to an operational force during FY 2012.

Unless otherwise noted, all statistics and facts are current through March 2011.

This document is available on the Army Reserve website at: www.usar.army.mil.

March 2011

An Enduring Operational Force

For more than 100 years, the United States Army Reserve has served as the nation's federal strategic force in reserve, supporting the war and peacetime needs of the Regular Army. Since our nation's involvement in Afghanistan and Iraq, combatant commanders have urgently called for many of the enabling capabilities resident within the Army Reserve, including logistics, engineering, security, medical and civil affairs support.

The steady, consistent, and recurring demand for Army Reserve capabilities during this decade has posed significant challenges for a force organized and resourced as a strategic reserve. In response, the Army Reserve recast itself from the part-time strategic reserve role to a fully integrated and critical part of an operational, expeditionary Army that supports the nation's evolving and challenging wartime requirements.

In today's national economic and political climate at home and around the world, it makes good business sense to sustain the enabling capability provided by the Army Reserve. Compared to the cost of expanding the full-time Army force, a relatively smaller investment in the Army Reserve provides security at home and supports the fight against terrorism abroad. The Army Reserve responds to domestic disasters, when authorized by the President of the United States, and also participates in security cooperation operations while protecting national interests around the world. In support of contingency operations, the Army Reserve responds to life-threatening situations and fosters stability in underdeveloped nations where conditions are ripe for terrorists to gain a foothold. The Army Reserve is a "best value" in that the nation pays the full cost for a reserve component Soldier only when he/she is mobilized.

Many companies in private industry use a similar strategy. Firms that specialize in tax preparation, for example, hire certified accounts/tax preparers to handle the heavier customer demand that occurs from the beginning of a new year to the filing deadline of April 15. They too cannot afford, nor would it make good business sense, to maintain a full-time accountant force during off-peak seasons. The relatively low cost of hiring seasonal workers adds to their bottom line.

The Army Reserve conducted an analysis that shows over a 15-year period, an enduring operational Army Reserve provides key capabilities for the Army at significant cost savings. We measure the savings by comparing the active component and reserve component costs of building readiness, deploying and employing forces.

The Army Reserve prepares for service by employing the Army Force Generation (ARFORGEN) model—a five year structured progression of increased unit readiness over time resulting in periods of available trained, ready, and cohesive units prepared for operational deployment.

Under the current ARFORGEN process, an active component Army Soldier spends two years in a non-deployed status at a cost of \$140K per year—compared to his/her Army Reserve counterpart who spends four years in a non-mobilized/non-deployed status costing \$47K per year—that's about one third the cost of an active component Soldier for train-up. This cost savings is achieved by providing cyclical capabilities to the Army and predictability for Soldiers and their Families.

During a 15-year period, an active component Soldier spends five years deployed with an overall average cost of \$143K per year compared to the Army Reserve Soldier who spends three years mobilized/deployed with an overall average cost of \$68K—that's about half the cost of an active component Soldier.

An operational Army Reserve not only saves money, it helps the Army mitigate current capability shortfalls. For example, the Commander of Africa Command, General William E. "Kip" Ward, and the Commander of European Command, Admiral James G. Stavridis related in testimony before the Senate Armed Services Committee on March 9, 2010, that employing an operational Army Reserve to support combatant commander security activities would provide significantly more capability for the mission while maintaining invaluable operational experience, hard-won from current operations. Using the Army Reserve in security cooperation missions also reduces the demand for active Army capabilities, allows the active component to maximize time at home between deployments, and provides the Army Reserve with the opportunity to employ and refine its multifunctional skills.

An operational Army Reserve can be key to developing cooperative security arrangements (collaboration with regional nations, interagency and non-governmental organizations, and regional institutions to respond to the broad range of regional contingencies) while building Partnership Capacity by strengthening and expanding relationships with allies and partners. The Army Reserve could also mitigate the costs that an active component unit would require in Korea (family housing, child-care, medical, etc.) by providing trained and validated units for one-year tours.

It makes good business sense to sustain the enabling capability provided by the Army Reserve for now and into the future. Army Chief of Staff, General George W. Casey, Jr., has said there is no viable alternative to having a fully operational Army Reserve to sustain today's combat support needs and those of the future. As the Army evaluates the resource requirements to sustain and improve Reserve "operational capabilities," decisions on full-time staff, funded training days, and sequencing of training (pre-mobilization/post-mobilization) drive the cost.

Operationalizing the Army Reserve has thus created a requirement for an enduring level of readiness support that cannot be sustained with current supplemental funding. The Army Reserve must have predictable funding in the base budget to ensure Soldiers are well trained, well prepared, and well equipped at all times to respond to the nation's needs. An enduring operational force cannot be fully effective if it has to borrow personnel and equipment from one unit to shore up another to meet mission

requirements. Lending creates turbulence within units and diminishes gained efficiencies.

For now and into the foreseeable future, the Army Reserve will function as an operational force. The required institutional, policy, and systemic resource processes and procedures are being transformed to ensure a sustainable and ready force capable of operating across the full spectrum of conflict.

The Army Reserve is a positive investment for the nation. We provide necessary combat support and combat service support to combatant commanders where and when needed, thereby saving limited resources. We train Soldiers who accomplish daunting tasks and provide critical support on the battlefield. We give back to the nation highly trained, mature and refined Soldiers, who also provide civilian employers the kind of talent needed to sustain the local economy.

America can make no better investment than sustaining an enduring, operational Army Reserve.

Lieutenant General Jack C. Stultz
Chief, United States Army Reserve

Command Sergeant Major Michael D. Schultz
Command Sergeant Major, United States Army Reserve

As America remains a nation at war, the Army Reserve continues to be a cost-effective force as evidenced by what we accomplished with the FY 2011 budget Congress appropriated to us. The \$7.9 billion Army Reserve appropriation represented only four percent of the total Army budget; yet in 2010, we achieved the following results within the four core elements (Human Capital, Materiel, Readiness, and Services and Infrastructure) of the Army Reserve Enterprise as outlined below.

Human Capital

Human Resources:

In FY 2010, the Army Reserve conducted 525 Yellow Ribbon Reintegration Program events, serving 26,000 Soldiers and 28,000 Family members.

Chaplain:

Army Reserve chaplains conducted over 300 Strong Bonds events throughout the country and territories, enhancing Soldier and Family communication and relationship skills. Some 12,500 Soldiers and Family members participated in these events and received this training.

Behavioral Health:

Licensed clinicians are following up on the urgent referrals generated by the Periodic Health Assessment and Post Deployment Health Reassessments. Working on an "Assess and Refer" model, clinicians conduct bio-psycho-social assessments of each individual who is referred and determine the appropriate level of follow-up. They do not provide treatment. The major illnesses being identified that are Post Traumatic Stress, Major Depression and Substance Abuse.

Medical and Dental:

Army Reserve medical readiness improved from 23 percent on 1 October 2008 to 60 percent as of 23 September 2010. Programs such as the Army Select Reserve Dental Readiness System (ASDRS) have been highly successful. Dental readiness, which is currently at 74 percent, has improved 21 percent over the last two years, and is one of the key elements improving medical readiness. We converted 168,829 Soldiers' paper records to an electronic Health Readiness Record, allowing us to take full advantage of efficiencies in time, cost, and services over the continued use of paper treatment records. The Army Reserve successfully conducted suicide prevention training throughout the force. As a result, we have seen an improvement in communication with at-risk Soldiers and proactive involvement on the part of our subordinate commands.

Family Programs:

The Army Reserve Virtual Installation Program served some 5,501 military members and their families, from all branches of the armed services during FY 2010 - bringing the

resources of active military installations to geographically dispersed military Families. Three pilot sites at Army Strong Community Centers offer information and assistance on many issues, such as concerns with TRICARE, legal matters, retirement, GI Bill, and child and youth services.

Materiel

The Army Reserve established new Equipment Fielding facilities to increase throughput of new equipment issues to units. This has allowed the Army Reserve to execute the largest distribution of new equipment in recent history. Over 23,000 pieces of equipment were provided to Army Reserve units, enhancing their readiness. Using near real time databases in "bridging" logistics information and management systems led to an automated process to define manpower requirements in equipment maintenance support structure. The Army Reserve is on track to successfully implement the Army's initiative for managing organizational clothing and individual equipment.

Readiness

Operations:

Army Reserve continues to provide vital capabilities to combatant commanders in support of overseas contingency operations. More than 196,711 Army Reserve soldiers have mobilized in support of Operation Iraqi Freedom/New Dawn (OIF/OND) and Operation Enduring Freedom (OEF) since September 11, 2001. Today, more than 15,584 Warrior Citizens are serving in Iraq, Afghanistan and 22 other countries around the globe. Army Reserve Aviation continues to lead the way in Air Traffic Simulation. Thanks to funds approved by Congress, the Army Reserve fielded more than 630 Laser Marksmanship Training Systems to 346 Army Reserve locations during the past year, while having the means to develop and field "bridging" logistics management and information systems.

Services and Infrastructure

Facilities Management: The Army Reserve successfully awarded over \$432 million in Military Construction (MILCON) projects in 2010. Several new Army Reserve Centers will achieve net-zero energy usage (self-sufficient without drawing additional power from the electrical grid). The Army Reserve has developed innovative passive building design techniques to achieve low-technology, low-cost energy efficiency. We are installing solar collection fields, wind turbines, and geothermal plants at several new facilities. The Army Reserve has started a retrofit program, replacing lights, windows, roofs, and other components with new energy-efficient technology, resulting in substantial savings in utility costs.

The Army Reserved also realized monetary benefits totaling approximately \$232 million during the last year through the Office of Internal Review, which provides Army Reserve leadership timely, independent and professional review/audit, evaluation, and consulting services.

ARMY RESERVE PRIORITIES

- Continue to transform to an enduring operational force
- Continue to provide the best trained, best led, best equipped Soldiers and units to combatant commanders to achieve U.S. objectives and ensure national security
- Recruit, retain, and reintegrate through a Continuum of Service the best and brightest Citizen-Soldiers to sustain a robust and capable operational Army Reserve
- Provide Citizen-Soldiers and their Families with the training, support, and recognition to sustain a cohesive, effective fighting force
- Build and maintain a partnership with industry to facilitate Citizen-Soldier contributions to both a prosperous economy and a skilled, experienced, and capable Army

To advance these priorities the Army Reserve must:

Obtain from Congress full support and necessary authorities, in accordance with the Army Reserve FY 2012 budget request

THE PRESIDENT'S BUDGET

THE PRESIDENT'S BUDGET WILL ALLOW THE ARMY RESERVE TO:

- Continue Army Reserve internal transformation to an Enduring Operational Force.
- Shape Army Reserve End-strength by recruiting, retaining, and reintegrating, through a Continuum of Service, the best and brightest Citizen-Soldiers.
- Equip units and Soldiers to train and fight to achieve U.S. objectives and ensure national security.
- Provide quality medical and dental services and support to Soldiers and their Families.
- Sustain Army Reserve installations and facilities.

**THE POSTURE OF THE ARMY RESERVE:
WHERE WE STAND TODAY**

Today's Army Reserve is uniquely positioned and structured to provide operational support in complex security environments. We can meet Army requirements for combat support or combat service support roles. Many civil affairs, psychological operations, medical, transportation, engineer, and information operations capabilities reside exclusively, or predominately, within the Army Reserve. Our ability to mobilize quickly and responsively makes the Army Reserve ideally suited to meet our nation's future requirements. Army Reserve Soldiers will remain a vital part of the Total Army Force facing the national security challenges of the next decade and beyond.

During the Cold War era, the Army Reserve principally operated as a force in reserve. The first Gulf War, in 1990–1991, served as a catalyst for thinking about using the Army Reserve in a more operational capacity when large numbers of Reserve forces were engaged. Since the Gulf War, the nation has employed the Army Reserve in many different ways and at unprecedented levels, most significantly after September 11, 2001. The demands of persistent conflicts over the past nine years were—and continue to be—beyond the ability of the Active component to meet alone. As a result, the nation has relied heavily on the Army Reserve to fill operational requirements, fundamentally changing the role of the Army Reserve from a strategic to an operational force.

Today, with the drawdown of forces in Iraq nearing completion and the proposed drawdown in Afghanistan, we can expect to see declining Department of Defense budgets for the near-to-mid term, as well as potential end-strength reductions, while still preparing for future operations in a volatile, uncertain, complex, and ambiguous security environment. A Total Force, maximized for strategic agility at reduced cost, provides the necessary capabilities to the combatant commander.

The Nation and the Department of Defense are now at a strategic juncture with respect to the Army Reserve. Choices made now will determine the Army force mix and capability for the future. The choice can be to return to a strategic Reserve with limited readiness capabilities as the current conflicts resolve, or become an enduring operational force with the readiness levels that provide operational capabilities to meet the Nation's defense requirements across the full spectrum of conflict.

Between 2001 and 2010 the Nation invested ~\$52.7 billion to man, equip, train, and employ an operational force. The Department can choose to forgo the \$52 billion investment, and over the next decade, the Army Reserve will revert to a strategic Reserve. This change would occur slowly over the first few years and then accelerate, by default, as the hard-won operational experience of our Soldiers atrophies and further resource constraints are implemented. Alternatively, for an estimated annual investment of ~\$652 million, the Army can retain and sustain an operational Army Reserve. This will provide the Army necessary capability on time and at best value.

Nine years of mobilization and employment for current contingencies has produced the most experienced, ready Army Reserve in history. Currently the Army Reserve is used as an operational force resourced only through Overseas Contingency Operations funding. With minimal recapitalization of readiness funded in the base budget and through annual employment of Army Reserve forces for operational missions such as Theater Security Cooperation, we can maintain these unprecedented readiness levels and support the National Security Strategy. This is the most efficient and cost-effective answer to the Nation's national security requirements.

The Army Reserve culture has changed since 2001. Many Soldiers of the legacy strategic reserve left service in significant numbers between 2004 and 2006. Today, the Army Reserve is fully manned to its Congressionally authorized end-strength with Army Reserve Soldiers who have joined or re-enlisted to be part of an operational force. Reverting to a strategic Reserve would entail a similar significant loss of our most operationally experienced force and greatest asset—today's Army Reserve Soldier.

Today, we are exploring the Army's Continuum of Service initiatives as a way of making the Army Reserve more attractive for Soldiers, Families, and Employers. When these initiatives become a program of record, they will facilitate a Soldier transfer from one Army component (for example from the Army Reserve to active duty) to another in a seamless, efficient manner that meets the needs of the Soldier as well as the readiness requirements for the Total Force. There is no degradation in personnel management, career opportunities or benefits for a reserve component Soldier's military and civilian career. Continuum of Service will provide choices for Soldiers, their Family members and Employers, which is essential in family and career planning.

The Army Reserve Posture Statement lays out our accomplishments, our plans, and our continuing challenges in the Era of Persistent Conflict and it continues to illustrate through its capabilities and affordability that it is a good investment for the nation. An enduring operational Reserve will provide the Army necessary capabilities at best value. This is the Army Reserve of today and the future.

BOX:

DOCUMENT MAP

The 2011 Army Reserve Posture Statement (ARPS) is the Army Reserve's Annual Report to Congress of the current posture of the Army Reserve to fulfill its Title 10 responsibilities. The Posture Statement also serves to educate and inform Congress of Army Reserve resourcing priorities in the FY 2012 Budget Request that will enable the Army Reserve to continue its transition in support of an operational force. This document is organized to help advise Senate and House Committee appropriators in Committee Hearings addressing Personnel, Readiness and Equipping of the needs of an operational force.

Programs addressed in the President's Budget Request:

- Personnel: Shaping the Force, Building Resiliency, Health Promotion/Risk Prevention, Yellow Ribbon Reintegration Program, Spiritual Care, Behavioral Health, Healthcare, Family Programs, Full Time Support, Employer Partnerships of the Armed Forces
- Readiness: An Operational Force, Homeland Operations, Training, Training Equipment, Physical Security, Anti-Terrorism, Aviation, Army Reserve Command, Control, Communication, Computers/Information Technology (C4/IT), Training Facilities
- Equipping: Army Reserve Materiel, Equipment Maintenance, Logistics Contract Support

THE FY 2012 BUDGET REQUEST:**WHERE WE ARE GOING****Personnel****CRITICAL PERSONNEL NEEDS OF AN OPERATIONAL RESERVE**

- Appropriate resources for Recruitment and Retention of the right people and skill sets to sustain the force
- Provide robust Suicide Prevention support and resources for trained caregivers, and training for Applied Suicide Prevention Skills
- Continue support for the Yellow Ribbon Reintegration Program events and Family Member training
- Resource Army Guard Reserve Family Life chaplain authorizations
- Align and balance Family Programs capabilities/workforce to serve a geographically dispersed population
- Ensure continuity of support to Army Reserve Soldiers and Families in the community where they live through Virtual Installations/Army Strong Community Centers
- Deliver responsive and relevant Family Assistance and Support services to mobilized and non-mobilized Soldiers, Civilians, and their Families during military operations, emergency activities, and natural disasters
- Improve and Sustain Medical, Dental and Behavioral Health Readiness
- Maintain support levels for Full Time Support

Shaping the Force

The Army Reserve has undergone its largest ever transformation from a strategic reserve to an operational force. Additionally, the Army Reserve has exceeded its end-strength objective of 205,000—but has an imbalance in skills, in particular at the mid-grade ranks. As a result, we have shifted our focus to shaping the force to meet the needs of an Operational Army Reserve that actively supports current operations via the Army Force Generation model, also known as ARFORGEN.

Our strategy will focus on proper balance and sustainment of the force rather than increasing end-strength. The Human Capital Enterprise will manage the accumulated end-strength to build and shape a force that best meets the nation's near-and long-term

demands. The Army Reserve will recruit, retain and transition the best and brightest and position them in the right place, in the right job, and at the right time.

As part of shaping the force we requested and received Army approval to reimplement several boards that were previously suspended. These boards provide management tools that facilitate better management of senior grade positions, allow qualified Soldiers to progress at proper intervals in their careers, provide career incentives, and allow Soldiers to advance to higher grades at the peak years of their effectiveness. These boards include the Active Guard and Reserve (AGR) Release from Active Duty (REFRAD) Board (convened in April 2010) and the Army Reserve Troop Program Unit (TPU) Enlisted Qualitative Retention Board (scheduled to convene in 3rd Qtr FY 2011).

Building Resiliency

The Army Reserve is continuing to build resiliency in our Soldiers, Families and Civilians—all of whom have been affected by the cumulative effects of nine years at war. We have developed a comprehensive approach that puts mental fitness on the same level as physical fitness to build a resilient force for the future. No one individual program builds resiliency; rather, it results from combining the benefits of health promotion-risk deduction education, Yellow Ribbon Reintegration Program events, spiritual care, behavioral health programs, medical and dental readiness, and family program services.

Health Promotion—Risk Reduction

The Department of the Army and the Army Reserve have been in the forefront of health promotion—risk reduction efforts by using the Applied Suicide Intervention Skills Training (ASIST) program. Training materials ensure the education of first line supervisors, Army Reserve leadership, Army Civilians, and suicide prevention program managers (DAC and other full-time support personnel). The key to suicide prevention is trained caregivers. The key requirement to success is to ensure that an appropriate number of individuals receive ASIST for Trainers across the Army Reserve, as well as having these ASIST Trainers conduct the required training to personnel throughout the fiscal year. The two-day ASIST workshop conducted by ASIST Trainers is by far the most widely used, acclaimed and researched suicide intervention skills training for our Soldiers. The ASIST Training done by qualified ASIST Trainers is the best way to increase the number of Gatekeepers trained to recognize Soldiers who are at risk and know how to intervene to prevent the risk of suicidal thoughts becoming suicidal behaviors. Since history has shown that Soldiers are better able to help other Soldiers at risk when they receive ASIST Suicide prevention training, the Army Reserve is committed to early identification of at-risk Soldiers before a serious incident occurs or a Soldier seriously contemplates suicide.

Yellow Ribbon Reintegration Program (YRRP)

The mission for Yellow Ribbon Reintegration Program (YRRP) simply stated is to support Army Reserve Families and their Soldiers with sufficient information, resources and services, referral, and proactive outreach opportunities throughout the entire

deployment cycle. The goal is to build self-sufficient and resilient Families and Soldiers. We accomplish this by developing skills in each Family member and Soldier to assure they are prepared and able to cope with the difficulties of extended separation and deployment. We help Families network together, and connect with each other, and their unit/command and Family Programs' Office. We also attend to both the Family members' and Soldiers' physical, behavioral and mental health needs. This requires trained professional speakers to come to units and regional venues to educate and assist attendees with knowledge, skills and practical hands-on participation.

In FY 2010, the Army Reserve conducted 525 YRRP events, serving 26,000 Soldiers and more than 28,000 Family members. These events proved successful because of direct support from a caring command staff, involvement by a myriad of community agencies, and the commitment of volunteers. Providing these services and support to Army Reserve Families and Soldiers on par with those for the Active component is a challenge since most of our Families do not live near a fort, camp, post or station where services are readily available. The geographic dispersion and numbers of Army Reserve Soldiers and Families, combined with the challenges that may exist with a civilian employer or educational pursuits, is unparalleled by any other military service or service component.

Spiritual Care

While resiliency is the operative word in today's Army concerning Soldier and Family well-being, it has always been the end state of a chaplain's ministry. Spiritual fitness is vital to maintaining a healthy and vibrant force. While chaplains are helpful agents during times of crisis, their greater value lies in their ability to enable Soldiers and Families to endure and successfully overcome a crisis when it does occur.

As an operational force, it is important that we are properly structured and manned. In 2007, the Director of Force Management approved and directed the addition of Unit Ministry Team (UMT) force structure across all Army components. In order to support enduring requirements of an operational Reserve, this additional structure would enable the Army Reserve to place the Army Chaplaincy's Family Life function into its inventory. Family Life chaplains would oversee our successful Strong Bonds' program while also supplementing the Army Reserve's religious support capabilities in Family ministries and UMT training.

We appreciate the resources Congress has approved for the Army Reserve Strong Bonds program. During FY 2010, over 300 Strong Bonds events were conducted throughout the United States and its territories, enhancing Soldier and Family communication and relationship skills. Some 12,500 Soldiers and Family members participated in these events and received this training. Our goal is to provide Strong Bonds Relationship training to the maximum number of Army Reserve Soldiers and Families.

BOX:

When Families are supported, Soldier problems are lessened and Soldier retention increases. The Army Reserve is committed to providing its Soldiers and Families a level of benefits and quality of life that is commensurate with their service to the nation.

Behavioral Health

The Department of Defense Mental Health Task Force of 2006 recognized that the existing systems for psychological health were insufficient for current and future needs. Task Force recommendation 5.4.1.16 stated that "Each Reserve Component should appoint a full time director of Psychological Health to the staff of the Reserve Component Surgeon." It went on to specify that "Where Reservists are organized by region, a full time Regional Psychological Health Director should be appointed." The Army Reserve has acted on these recommendations and has developed a limited Behavioral Health program. There is a Deputy Surgeon for Behavioral Health at the Surgeon's office, whose responsibilities center on program development. Three of the four Regional Support Commands have Directors of Psychological Health. The licensed clinicians are responsible for following up on the urgent referrals generated by the Periodic Health Assessment and Post Deployment Health Reassessments. Working on an "Assess and Refer" model, they conduct bio-psycho-social assessments of each referred individual and determine the appropriate level of follow-up. They do not provide treatment. The major illnesses being identified, Post Traumatic Stress, Major Depression and Substance Abuse are treatable, but require a long-term commitment to care. Even as the current conflicts wind down, the psychological injuries sustained will require treatment far into the future. Four clinicians cannot adequately address the case management and monitoring needs that will be required by the growing numbers of Soldiers in the Army Reserve who struggle with these difficulties, especially considering the geographical dispersion of our units.

A critical step for the future development of Behavioral Health programming within the Army Reserve is for all those who have a stake in the emotional well-being of Soldiers to share resources and develop multidisciplinary teams in order to most efficiently deal with the often complex and multidimensional needs of our Troops. The Army Reserve will be working with the other military Service reserve components and Congress to continue developing improvements to our infrastructure and processes to ensure our Soldiers receive appropriate care.

Health Care

The Army Reserve has served the nation well while transforming from a strategic to an operational force. Soldiers not medically and dentally ready impair our ability to ensure

predictability and reliance for the combatant commander. Army Reserve medical readiness improved from 23 percent on 1 October 2008 to 60 percent as of 23 September 2010. Programs such as the Army Select Reserve Dental Readiness System (ASDRS) have been highly successful. Dental readiness, currently at 74 percent has improved 21 percent over the last two years, and is one of the key elements improving medical readiness. Influenza compliance within the Army Reserve reached its highest compliance rate ever at 77 percent, with H1N1 compliance at 79 percent.

In 2010, we converted the paper records of 168,829 Soldiers to an electronic Health Readiness Record, allowing us to take full advantage of efficiencies in time, cost, and services over the continued use of paper treatment records. To improve data sharing, we obtained view capability of medical records stored in the Armed Forces Health Longitudinal Application, the active component medical database. We implemented the Medical Reserve Ready Response unit program, which enables our Army Reserve Physicians to review medical profiles and approvals from their home, capitalizing on the unique clinical skills found in the Army Reserve.

Caring for our Wounded Warriors and assessing post deployment health issues are part of the Army's efforts to protect the health and well-being of Soldiers who have redeployed from combat. The Army Reserve tracks completion of the Post Deployment Health Reassessments to capture data and monitor the medical and behavioral needs of redeployed Soldiers. Soldiers complete these health assessments within three to six months after returning from theater. As of 15 September 2010, 84,419 Army Reserve Soldiers have been screened for post deployment health issues—a 95 percent compliance rate.

As medical screening has improved, so has the identification of Soldiers who are not medically ready, and much work remains. There are approximately 15,500 Medically Non-deployable (MNDs) Soldiers who require a medical board and we are moving out aggressively to improve the boarding process.

Family Support Programs

Transformation from a strategic reserve to an operational force resulted in the need for standardizing programs and services to ensure Soldier and Family needs are met with the right resources, at the right time. Baseline services and outreach capability that sustain the quality of life of our Soldiers and Families are being integrated into the cycles of the ARFORGEN model. We employ metrics and administer surveys to gauge the quality and integrity of family program services for effectiveness and their value to our customers. This allows for the investment in high return services and the retirement of those that do not meet the needs of an operational force.

An example of a promising high return service is the Army Reserve Virtual Installation Program. Operating at three pilot sites within three Army Strong Community Centers around the country, Virtual Installation brings the services and resources only found on active military installations to geographically dispersed military Families—of all branches

of the armed services. These centers provide hands-on problem resolution and follow-up for a myriad of concerns ranging from military benefits and entitlements to community resources. The Fort Family Support & Outreach Center at Fort McPherson, Georgia is the nerve center of the Army Reserve Virtual Installation where the Outreach Center staff use cutting-edge technology, mapping programs, and resource databases as well as live, personal contact with highly skilled subject matter experts to serve and build community-based capacity for each pilot site.

Full-Time Support (FTS)

In July 2010, the Secretary of the Army directed the Assistant Secretary of the Army for Manpower and Reserve Affairs (ASA (M&RA)) to personally lead a study to determine the correct level of full-time support required for the Reserve Components. A memorandum and a term of reference will be sent to the reserve component leadership advising of the M&RA effort and task. There is also an initiative to have the reserve component re-validate the models that will identify/inform manpower requirements. These efforts will help the Army to determine the appropriate size of the FTS program for managing the reserve component as an operational force.

The Army Reserve is currently funded at 75 percent of its requirements. This funding level is based on the requirements of a strategic reserve and in accordance with the Headquarters, Department of the Army "HIGH RISK" funding methodology. Funding must be maintained at this level.

Civilian personnel programs (Military Technician and Army Civilians) are currently fully funded (based on 75 percent of FTS authorizations against validated requirements) and must remain so in order to provide required Army Reserve full-time support. The National Defense Authorization Act, Subtitle B—Reserve Forces, requires the Army Reserve to meet a Military Technician end-strength floor by 30 September each fiscal year. The ability to support an operational Army Reserve depends on being able to meet, or exceed within established standards, the authorized floor.

The Army Guard and Reserve (AGR) program must also remain fully funded (based on 75 percent of FTS authorizations against validated requirements) in order to provide the required Army Reserve full-time support. Currently authorized 16,261 Soldiers, this program provides the bulk of full-time support at the unit level. They provide day-to-day operational support needed to ensure Army Reserve units are trained and ready to mobilize within the ARFORGEN model. The AGR program is absolutely vital to the successful transition to, and sustainment of, an operational force.

BOX: The Employer Partnership of the Armed Forces has more than 1,300 employers and the list is growing. These Employer Partners represent 95 of the 2010 Forbes Fortune 500 companies; they are military-friendly; and they value the skills, experiences and work ethic of those who serve.

Employer Partnership of the Armed Forces

The Army Reserve's Employer Partnership Initiative has expanded far beyond serving only Army Reserve Soldiers. Today the Employer Partnership provides career continuum resources for the entire Service "Family." It serves the civilian employment and career advancement needs of members of all seven Reserve Components, their Family members, Wounded Warriors and the Nation's veterans. With this fully encompassing focus the program is now the Employer Partnership of the Armed Forces.

The Employer Partnership of the Armed Forces has more than 1,300 participating employers and the list is growing. These Employer Partners represent 95 of the 2010 Forbes Fortune 500 companies; they are military-friendly; and they value the skills, experiences and work ethic of those who serve.

Army Reserve leadership feels the Employer Partnership is realizing success, and that the program supports its Human Capital Strategy. Accordingly the Chief of the Army Reserve will spend as much as \$5 million during FY 2011 for the program. This funds operations which include program support personnel dispersed across the United States, and other resources that help connect seekers to jobs.

Last fall the Employer Partnership launched a state-of-the-art job search resource at the portal: www.EmployerPartnership.org. Through strategic partnerships the portal accesses approximately 600,000 jobs at any given time. In addition to robust search capabilities, seekers can use the resume builder and keep a detailed resume readily available within the portal. Employers may then reach in and conduct candidate searches based on seeker skills / experiences. This in effect allows "jobs" to actually "find" our seekers. The portal's user-friendly functionality makes it an efficient tool for both seekers and employers.

The partnerships forged with civilian employers build operational capacity for the Army Reserve and the Reserve components; they fortify the resilience of our Families; they serve those who have served; and they strengthen our Employer Partners. The Army Reserve's underwriting of Employer Partnership of the Armed Forces program represents a positive investment for America.

**THE EMPLOYER PARTNERSHIP PROMOTES SKILLS AND OPPORTUNITY
SHARING WITH THE HOME FRONT**

**PROGRAM PROVIDES ADVANTAGE TO LOCAL COMMUNITIES AND THE
MILITARY**

Employers realize that it makes sense to hire personnel already trained and experienced. Reserve Service members and Veterans fit this bill. They are skilled in a wide variety of disciplines including health care, transportation, logistics, supply chain management, law enforcement, public safety, construction, engineering, finance, information technology and telecommunications. By providing access to talented Service members, the Employer Partnership of the Armed Forces saves local employers time and money.

The military also benefits. Best practices from industry, and experience with cutting edge technology and medical procedures flows into our Armed Forces through Reserve service. And, as the Employer Partnership (EP) helps Service members progress in their civilian career fields, increased expertise is brought to military assignments.

Perhaps most important to the home front are the career opportunities the EP brings to Service members, their Families and our Veterans. The Employer Partnership program truly exemplifies a positive investment in America, and our commitment to taking care of our entire Military "Family."

Career opportunities across America

The EP program has written agreements with more than 1,300 Employer Partners; with jobs in every U.S. state and territory.

Strengthens local economies

Efficient access to trained and qualified work force saves time. Hiring costs also lowered by reducing need for duplicate drug and aptitude screening.

Inside track to opportunity

Provides Service members with an inside track to employers who are committed to hiring Reservists and Veterans.

A concrete way to support troops

The EP program gives employers a tangible way to support our troops while also strengthening America's economy.

The Army Reserve's core Competencies:

Battle Tested, Skill Rich Army Reserve Soldiers in an Operational Force Provide Strength For America And It's Economy

LOGISTICS

Logistics is one of the most important capabilities of the Army Reserve. From supply-chain management to land, water, and air operations, the nation's defense depends on the efficiency of our Expeditionary Sustainment Commands; Transportation, Petroleum, Quartermaster and Supply units. Army Reserve Soldiers are skilled and experienced in delivering the right product at the right time to our customers world-wide.

HEALTHCARE

Breakthroughs in trauma techniques and procedures often originate from battlefield medicine. The majority of the U.S. Military's medical capability resides in the Reserve components. As a result of their military service, Army Reserve doctors, nurses, technologists and other medical service practitioners are able to bring extraordinary practical experience to local care providing institutions across the U.S.

INFORMATION/COMMUNICATIONS

Information is critical to successful operations on the modern battlefield. Satellite, microwave, cell and fiber-optic are among the many means; code-division multiplexing, time division and frequency division multiple access are among the technical methods which enable this. Data collection, analysis and reporting activities form the information and intelligence that is communicated. The Reserve has operators, enablers and trainers in all of these disciplines. Army Reserve Communicators are information age proficient.

MANAGEMENT

The development of leadership and management skills begins early in every service member's career. Military training stresses leadership principles, sound decision-making and overcoming challenges. This is important because Soldiers are responsible for major equipment systems, and above all, are responsible for the well-being of those they lead. Army Reserve Soldiers are responsible and capable leaders.

Readiness

Critical Readiness Needs of an Operational Reserve

- Adequate resources to respond to Homeland Defense missions
- Additional mandays in the last three years of the ARFORGEN cycle
- Provide Simulations and Simulators to enable operationally relevant, full spectrum training for Soldiers anytime/anywhere
- Ensure Home station training capabilities to support critical home station pre-deployment training
- Sustain the availability of training equipment
- Support for programs to Protect the Force
- Continue support for a fully integrated operational Aviation force
- Provide a strong Army Reserve Network Defense
- Funding for essential and mandatory secure communications
- Creation of a standardized computing environment
- Construction and upgrade of Army Reserve Centers, and Training Facilities
- Support for programs to reduce energy usage, conserve natural resources, and develop alternate renewable energy
- Continue the work of Army Reserve Virtual Installation Program

Operations

An Operational Force

The Army Reserve continues to provide vital capabilities to combatant commanders in support of overseas contingency operations. More than 196,711 Army Reserve Soldiers have mobilized in support of Operation Iraqi Freedom/New Dawn and Operation Enduring Freedom since September 11, 2001. Today, more than 15,584 Warrior Citizens are serving in Iraq, Afghanistan and 22 other countries around the globe.

We execute a pre-mobilization readiness strategy that provides the Army ready formations and soldiers on an annual, predictable cycle. Through the Army Force Generation (ARFORGEN) model, the Army Reserve synchronizes the plans and resources necessary to meet the readiness goals for units entering their available year. This maximizes "boots on the ground" time, builds cohesive teams and provides predictability for our Soldiers and Families.

Homeland Operations (HLO)

Homeland Operations, which includes Homeland Defense, Homeland Security and Defense Support of Civil Authorities, has become an increasingly important mission for the Army Reserve and its applicable capabilities. The Army Reserve currently provides 37 units in support of the Chemical Biological Radiological Nuclear Response Enterprise. Properly managing this Army Reserve commitment will necessitate growth of full-time manning and Troop Program Unit positions within the Homeland Defense Division.

The Army Reserve has relevant and capable units that we leverage in a Defense Support of Civil Authorities environment. This includes, but is not limited to, the following types of units: medical aviation, transportation, engineering, communications, and Civil Affairs. These capabilities can be packaged with the appropriate command and staff structure to facilitate assistance to civil authorities. This packaging can also provide necessary command and control of Title 10 Department of Defense resources in a defined joint environment. When combined with legislative efforts to amend existing mobilization authorities, the U.S. Army Reserve can provide significant resources to support civil authorities in domestic disasters and emergencies.

Theater Security Cooperation Programs (TSCP)

As requirements for Deployed Expeditionary Forces decrease as the result of planned force drawdowns in Operations New Dawn and Enduring Freedom, the Army Reserve is exploring other missions in an effort to sustain experience and readiness levels. Combatant commander TSCP programs require a wide range of forces, such as military police, for missions of varying duration. In many cases, Army Reserve formations are ideally suited to conduct these missions. The use of Army Reserve units: reduces stress on the active component, preserves the readiness gains made in the reserve component over the last decade, and spreads the burden of defending American interests across a larger portion of the citizenry.

Training**Mandays to support an Operational Reserve:**

Using a progressive training strategy, the Army Reserve is committed to providing trained companies and battle staffs to combatant commands upon mobilization. With adequate resources that support reoccurring operational employments, we can effectively fulfill our mission. A sufficient number of training mandays, during the last three years of the ARFORGEN cycle, is imperative to meet established readiness aim points, which reduces post-mobilization training time and increases Boots on the Ground time for theater operations.

Simulations and Simulators:

The Army Reserve continues to engage the Army's Training Support System Enterprise that provides networked, integrated and interoperable training support capabilities that enable operationally relevant, full spectrum training for Soldiers anytime/anywhere. The use of simulations and simulators minimizes turbulence for Soldiers and their Families caused by training demands during the first two years of the ARFORGEN process by enabling individuals and units to train at their home station and during exercises in a safe environment without the increased wear and tear on equipment. An example of the simulators used to train Soldiers is the fielding of more than 630 Laser Marksmanship Training Systems to 346 Army Reserve locations over the past year.

Home Station Training Capabilities:

The Army Reserve remains dedicated to providing suitable platforms to support critical home station training for its units. Home station for the Army Reserve includes Reserve Centers, Local Training Areas, Regional Training Sites, and installations. Home stations must adequately portray the operational environment in training venues, facilities, and ranges with a mix of Live, Virtual (Simulators), and Constructive (Simulations), including gaming technologies. Modernizing our facility infrastructure through additional Military Construction and the retrofitting of existing facilities with state of the art classrooms and simulator/simulation rooms enhances our ability to conduct individual and collective training, such as the inclusion of the weapons simulator rooms in our new Army Reserve Centers. Upgrading our existing Local Training Areas, and Regional Training Sites with ranges and training facilities provides units the capability to master critical tasks while training close to home.

Army Reserve Comprehensive Soldier Fitness

Comprehensive Soldier Fitness marks a new era for the Army Reserve by comprehensively equipping and training our Soldiers, Family members and Army Civilians to maximize their potential and face the physical and psychological challenges of sustained operations. We are committed to Comprehensive Soldier Fitness that will enhance resilience and coping skills enabling the Force to grow and thrive in today's Army Reserve.

This year, the Army Reserve trained over 100 Non-Commissioned and Commissioned Officers at the Department of the Army's Master Resiliency Trainer's Course. These trained leaders form the core of our resiliency effort and are currently conducting Resiliency Training at Army Reserve units globally. Initial feedback from Soldiers and Civilians that have attended this training, has been overwhelmingly positive.

Training Equipment

The Army Reserve has been able to meet both the logistics readiness requirements for mobilizing its units as an Operational Reserve force and the enduring standards outlined in regulations and directives. These results have been delivered through effective and intensive management, innovative programs, and strict adherence to priorities and effective enablers such as contracted maintenance and support to our units. We have developed and fielded "bridging" logistics management and information

systems to augment those fielded and programmed by the Army. These systems have created a near "real time" data warehouse and responsive tools for our managers to quickly identify and resolve issues, especially in maintenance, property accountability and equipment distribution. We continue to find innovative ways to accomplish our missions with the resources provided as we move towards full implementation of our position as an Operational Reserve within the Army Force Generation Model.

Security

The Office of the Provost Marshal (OPM) manages the Force Protection of Army Reserve facilities and personnel. OPM's core functions are Antiterrorism, Police Operations, Physical Security and Law Enforcement. The Army Reserve has identified three mission priorities that OPM is responsible for managing which require funding:

Installation Access Control:

Army Reserve facilities are distinctive because they are stand-alone facilities in remote parts of the country. Maintaining positive control of access to these facilities is paramount to ensuring that the Soldiers and equities inside these facilities remain ready and available to combatant commanders. Funding to modernize access to Reserve facilities supports the Army Reserve objective of Protecting the Force.

Intrusion Detection System (IDS) Maintenance and Monitoring:

IDS systems monitor arms rooms at Army Reserve facilities 24-hours a day. Should an arms room at a remote facility be breached, creating the possibility that military weapons could fall into the hands of criminals or terrorists, the monitoring program ensures that authorities will be notified immediately.

Antiterrorism Program Management:

Antiterrorism (AT) Assessment Specialists are the key component of the Antiterrorism Program. AT Specialists conduct inspections of Army Reserve facilities across the nation to ensure facilities are in accordance with Department of Defense and Army standards. The Army Reserve spans over 1,100 stand-alone facilities across the continental U.S. With appropriate funding the Army Reserve can protect Soldiers and equipment vulnerable to criminal and domestic terrorist threats

Aviation

Army Reserve Aviation is a fully integrated, operational force with a fleet of more than 198 rotary wing and fixed wing aircraft. The diverse fleet provides speed, mobility, flexibility, agility, and versatility to the Army in support of full spectrum operations. Army Reserve Aviation has recently activated two new MEDEVAC companies. The MEDEVAC companies are located in Texas, Colorado, Pennsylvania, and Kentucky. Additionally, the Army Reserve aviation fixed wing units will accept delivery of six new C12V1 aircraft in 2011. These aircraft will fill a critical capability gap to meet Continental United States (CONUS) based training requirements in preparation for Overseas

Contingency Operations. The Army Reserve continues to seek funds for the procurement four additional C12V1 aircraft. Lastly, Army Reserve Aviation continues to lead the way in Air Traffic Simulation. The first unit level Air Traffic Control simulator, located in the Marrayman Simulation Complex, Ft. Rucker, Alabama became operational this year. The system meets all Federal Aviation Administration requirements for certification. The simulator provides qualification and proficiency training for all Army controllers. This simulator is also used in aviation training exercises to validate controller skills prior to deployment.

Base Realignment and Closure

The Army Reserve is in its final year of the six-year execution of the BRAC 2005 mandated execution—which officially ends on 15 September 2011. Upon the conclusion of this BRAC window, the Army Reserve will have made significant changes shaping the force for relevant contributions well into the future. The year's execution will mark the culmination of the largest transformation of the Army Reserve since World War II by realigning the command and control structure into an operational configuration; realigning six major headquarters including Office of the Chief, Army Reserve and United States Army Reserve Command to new locations; disestablishing 12 Regional Readiness Commands; establishing four Regional Support Commands; activating five Sustainment Commands and eight Sustainment Brigades; constructing 125 Armed Forces Reserve Centers; and closing 190 facilities or activities.

BRAC provides an opportunity for the Army Reserve to power down to our major commands some of the functions that are typically managed at the Army Reserve Headquarters. We are implementing the Army's enterprise approach within our staff, which includes managing things like personnel issues and logistics issues at the lowest possible level of organization. When we power down some of these management issues to our regional and operational/functional commands during our BRAC move, it may make sense for those commands to retain management of some of those issues.

Completing the construction of 61 Armed Forces Reserve Centers and relocating units into these new facilities remains the largest priority of execution for Fiscal Year 2011 as all actions must be completed by September 15, 2011. The relocation of units into these new facilities will facilitate the closure and disposal of the remaining 143 of 176 Army Reserve Centers identified by BRAC for closure.

Over the next year the Army Reserve will execute and complete the remainder of all Army Reserve BRAC actions. These remaining actions will mark the end of the largest transformation efforts the Army Reserve has seen in its storied history.

Communication (Information Technology)

Army Reserve Network

The Army Reserve Network (ARNET) provides the Command and Control (C2) enablement in operationalizing the Army Reserve. The ARNET provides Army Reserve Leaders and Soldiers the ability to make timely informed decisions in the execution of overall C2 for all Army Reserve units throughout the contiguous United States and Puerto Rico. Over the past two years, the Army Reserve has worked closely with the Army in implementing the Global Network Enterprise Construct (GNEC) strategy as the way to grow and improve LandWarNet to an Enterprise activity. The ideal end-state is to provide Soldiers a universal email address, file storage, telephone number and a standardized collaboration tool set.

The Army Reserve's contributions to GNEC began in 2002 with an Army Business Initiative Council approved project. Elements of the project re-structured the legacy ARNET into a portion of the LandWarNet and developed a consolidated Data Center providing centralized core services (i.e., Active Directory, email, collaboration, file storage and centralized application hosting) for the entire Army Reserve. With approximately 85% of the consolidation completed, continued funding of the ARNET is integral in maintaining a global warfighting C2 capability. The Army Reserve's accomplishments and experiences have been applicable to the Army as we continue to participate in GNEC planning forums in aligning Army initiatives and timelines while ensuring Army Reserve Title 10 operational capabilities are met.

BOX: Cyber Operations

Army Reserve Soldiers offer current skill-sets and leap-ahead capabilities in the cyber environment. Warrior-Citizens employed in leading-edge technology companies have critical skills and experience in fielding the latest information technology systems, networks, and cyber security protocols.

Secure Communication

Secure communications is essential and mandatory, particularly with C2 and mobilization (i.e., deployment dates, passing mobilization orders, and C2 theater assets). Secure Internet Protocol Router Network (SIPR) and Secure Video Teleconference (SVTC) for all Battalion and above units are vital in meeting all pre-mobilization training/readiness gates, mobilization training actions and day-to-day secure operational planning. The security of the Global Information Grid (GIG) is a constant challenge and reflected in DOD's standup of Cyber Command and the associated service elements. The same is true in the overall security posture of the ARNET in ensuring the uninterrupted flow of information to all ARNET authorized users. Continued investment in the Army Reserve secure communications and defense of the ARNET supplies Army Reserve Leaders, Soldiers and Civilians the capability of attacking and exploiting network threats.

Army Reserve Facilities

Reserve Centers, Training Support and Maintenance facilities are designed to meet the unique requirements of our community-based force. Our Soldiers, Families, and Civilians are strategically located across the country in over 1100 stand-alone facilities—Army Reserve Centers or Armed Forces Reserve Centers (which house other Department of Defense components along with Army Reserve). However, the needs of the Army Reserve are evolving. The Military Construction Army Reserve priorities for the FY2012-2017 Program Objective Memorandum are Army Reserve Centers, training support facilities, and maintenance facilities. The Army Reserve Centers are essential to training Reserve Soldiers for the full spectrum of operations and the operations of the Army Reserve. Training Support Facilities are critical to conducting Army Reserve and active-component unit and collective training tasks in support of the Army Force Generation Model requirements. These facilities also provide the training platform to support The Army School System, which is composed of the reserve component, the active component Military Occupational Skill reclassification, and Officer and Non-Commissioned Officer Professional Military Education. Maintenance Facilities are the third priority to the facility strategy required as the logistics support to Army Reserve Equipment.

Base Realignment and Closure and emerging Army requirements for modular unit design, force protection, and energy efficiency continue to require new facilities or renovations to our existing facilities. Quality facilities are critical to the Army Reserve's ability to handle the increased training, mobilization, and Family and Soldier care activities that today's Army Reserve demands.

Energy Conservation

The Army Reserve is especially proud that our facilities are at the forefront of energy sustainability. In 2010, several new Reserve Centers will achieve net-zero energy usage (self-sufficient without drawing additional power from the electrical grid). We have established a solar energy farm at Fort Hunter Liggett, CA, and are installing wind turbines and geothermal plants at several new facilities. The Army Reserve has started a retrofit program, replacing lights, windows, roofs, and other components with new energy-efficient technology, resulting in substantial savings in utility costs. The Army Reserve was the first Defense component to commission partnerships with local utility providers and to solicit third-party energy investors. In five years every state and U.S. territory will have Army Reserve facilities that are energy self-sufficient (net-zero), with many providing renewable energy back to the electrical grid. To continue this progress, the Army Reserve must conduct a sustainability evaluation of each facility. This will establish a sustainability baseline, which will in turn enable us to create a sustainability strategy that addresses the unique characteristics of each site. Continuing to invest in sustainable facilities will enable the Army Reserve to meet or exceed the Department of Defense requirement for a completely net-zero footprint by 2025. More importantly, the Army Reserve will save American tax dollars, return a valuable energy resource to the community, and assure reliable energy for Army Reserve Soldiers and Families.

Until energy independence is realized, it is imperative that the Army Reserve have fully funded utilities. In previous years utility costs have risen substantially, requiring the

Army Reserve to re-program funds and accept risk in other areas. The Army's increasing emphasis on home-station training, ongoing deployments, and the needs of Army families in the community means that the Army Reserve needs constant, reliable access to energy in our Reserve Centers and training facilities now more than ever.

BOX: The Army Reserve was the first Defense component to commission partnerships with local utility providers and to solicit third-party energy investors.

Equipping

Critical Equipping Needs of an Operational Reserve

- Resource Modernized equipment for the Army Reserve to improve Army Reserve readiness and capabilities within the ARFORGEN Model
- Maintain Army Reserve equipment at or beyond the Army standard of 90 percent Fully Mission Capable
- Provide Contracted Support for logistics operations and information systems to sustain logistics readiness
- Funding for state-of-the-art maintenance facilities

Army Reserve Materiel

The Army Reserve, thanks to the support of Congress, is at an aggregate total of nearly 90 percent of its required equipment on-hand. Sixty-five percent of our on-hand equipment is classified as "modernized." However, we remain short in several areas of critical equipment. Around 35 percent of our required equipment lines are at less than 65 percent on hand. These shortages include tactical communications networks (satellite and terrestrial), command and control items and night vision systems. We have been able to sustain the pace of operations and training as an Operational Reserve by the continuous cross-leveling of available equipment among units. This does create an unsustainable level of friction, where a critical amount of equipment is not immediately available as the equipment is in transit (geographical dispersion of our units across the country), undergoing maintenance or awaiting deployment. In addition, some of our equipment is already deployed. The Army continues to work with us on identifying and filling shortages to improve readiness and capability to act as an Operational Reserve force under the Army Forces Generation Model.

Equipment Maintenance

The Army Reserve maintains its equipment at or beyond the Army standard of 90 percent Fully Mission Capable. This ensures the availability of equipment for training and mobilization to support the operational force within the Army Force Generation Model. Units cannot train or mobilize without equipment that is ready to perform. Field level maintenance keeps the equipment ready for use. Funding for tools, consumables, military technician mechanics and contracted support sustains our field level maintenance activities. Good maintenance reduces the amount of "friction" (equipment in shop, in transit, etc.) that removes equipment from use. Depot maintenance is important in keeping older equipment operable, relevant and safe to employ. Recapitalization of equipment provides a source of modernized and more capable items when new procurement is insufficient to meet shortfalls or inventory losses. Funding for

military construction provides new, modernized or expanded facilities to perform maintenance and staging of equipment.

Logistics Contract Support

It is prudent to fund the Army Reserve for contract support for logistics operations and information systems to sustain logistics readiness. Contract support allows the Army Reserve to execute a vigorous assistance program in managing inventory and identifying and disposing of excess; providing field level repair and services during “surge” periods when units draw equipment for training or mobilization and in sustaining our critical logistics information and management systems. Contract support also strengthens our ability to meet operational demands and serve as an operational force within the Army Force Generation Model, while meeting Homeland Defense and Defense Support to Civil Authorities missions.

BOX: However, we remain short in several areas of critical equipment. Around 35 percent of our required equipment lines are at less than 65 percent on hand. These shortages include tactical communications network (satellite and terrestrial), command and control items and night vision systems.

Leveraging contracted support, especially during periods of “surge” in mobilizing units, has supplemented our organizational capabilities. This enabler assists us in maintaining and preparing our equipment for training, mobilization and deployment, in operating and sustaining our logistics management and information systems in support of logistics operations and in managing the distribution of our equipment and identification and disposal of excess. We continue to find innovative ways to accomplish our missions with the resources provided as we move towards full implementation of our position as an operational force within the Army Force Generation Model.

Equipment Facilities Management

State-of-the-art maintenance facilities are the cornerstone of the Army Reserve’s ability to sustain large equipment. The Army Reserve uses state-of-the art environmental control features in maintenance facility designs that meet or exceed federal design standards. Data ports at vehicle work bays, fluid distribution systems that eliminate spillage, and oil/water separators are examples of proven design features. These features improve efficiency and enhance collection of fossil fuel waste, further safeguarding surrounding communities’ land and waterways from contamination and pollution. Fire suppression systems and eye wash stations are standard safety design elements. The Army Reserve will continue to upgrade our older maintenance facilities, because the condition of maintenance facilities is directly related to our ability to maintain equipment in acceptable condition. Continued deployments and heavy training have taken a toll on both equipment and facilities. Facility sustainment is critical—in fact, it is a cost-saving measure realized over the life-cycle of the facilities, if done

properly. Facility deficiencies, if left unchecked, tend to worsen exponentially over time. The ongoing investment in the facilities we build will ultimately reduce repair, renovation, and replacement costs in the future.

CONCLUSION:**THE FORCE IS IN GOOD HANDS**

As we travel around the United States and the world and witness what our Soldiers are doing for their country, it's just inspiring to see the quality, the dedication and the professionalism of our Soldiers serving in the Army Reserve. These are top-notch individuals that have put their civilian careers on hold. They are well educated and have very bright futures ahead of them—but they joined our ranks to serve their country.

With more than 170,000 Army Reservists mobilized since the September 11, 2001 terrorist attacks on the United States, the force is more experienced than ever before and the Troops feel good about what they've accomplished and proven about the Army Reserve.

Today's environment of multiple deployments is telling us, however, the Army Reserve will need to keep giving these quality Soldiers fulfilling training and missions, a fair benefits package and more balance in their lives to keep them on our team. We cannot continue to expect them to keep up with a rapid operational pace without more time at home with their families and civilian employers between deployments, and they need predictability about when they will deploy. Toward that end, the Army Reserve is working to give its Citizen-Soldiers a bit more time to be "Citizens."

Today's Army Reserve recruits are attracted to an operational force because it enables them to serve their country in a meaningful way while allowing them to pursue a civilian career. When considering the future posture of the Army Reserve, we are convinced that after playing key roles in an operational force, they'll never be satisfied reverting to their long-abandoned "weekend warrior" status. We have transitioned our personnel and our mentality to an operational force and have created an environment and culture our Soldiers want to be part of—and that they feel good about. We have told the Army leadership and others there's no turning back. We cannot go back to a strategic reserve—one, because the nation needs us; but two, because our Soldiers have proven themselves capable of supporting this role.

Equally compelling, we as a military have come to the realization that we can't fight an extended conflict without the reserve. We have built an Army that is dependent on having access to the reserve when it needs us; and with the expectation that it is going to be trained and ready—a predictable capability that is not possible in a strategic posture.

One thing is certain about the future—while looking for ways to cut costs and reap a "peace dividend" once the troops draw down in Iraq and Afghanistan, there will be the temptation to turn back the clock and reinstitute a strategic reserve. Such a plan would deprive the United States of an important, battle-tested and cost-effective resource.

Operations Enduring Freedom, Iraqi Freedom and now New Dawn have demonstrated the capabilities the reserve components bring to the military. Particularly important are

the “enabling capabilities” resident in the Army Reserve: logistical, engineer, military police, medical and civil affairs support.

We are now at a point where current and projected demands for Army forces will require continued access to the Army’s reserve components, making real what has been in policy for some time. This means that mobilization and operational use of reserve component Soldiers and units will have to continue for the foreseeable future. The Army of the 21st century will require a versatile mix of tailorable and adaptable organizations—both active component and reserve component—interdependently operating on a rotational cycle.

Transforming the Army’s reserve components into an enduring operational force provides a historic opportunity for the Army to achieve the most cost-effective use of its Total Force through investing in and relying on the Army’s reserve components to take on a greater role in our nation’s defense.

I am an American Soldier.

I am a Warrior and a member of a team. I serve the people of the United States and live the Army Values.

I will always place the mission first.

I will never accept defeat.

I will never quit.

I will never leave a fallen comrade.

I am disciplined, physically and mentally tough, trained and proficient in my warrior tasks and drills. I always maintain my arms, my equipment and myself.

I am an expert and I am a professional.

I stand ready to deploy, engage, and destroy the enemies of the United States of America in close combat.

I am a guardian of freedom and the American way of life.

I am an American Soldier.

Army Reserve Snapshot

Mission: The Army Reserve provides trained, equipped, and ready Soldiers and cohesive units to meet global requirements across the full spectrum of operations.

Vision: As an enduring operational force, the Army Reserve is the premier force provider of America's Citizen-Soldiers for planned and emerging missions at home and abroad. Enhanced by civilian skills that serve as a force multiplier, we deliver vital military capabilities essential to the Total Force.

Key Leaders

- Secretary of the Army: The Honorable John McHugh
- Army Chief of Staff: General George W. Casey, Jr.
- Chief, Army Reserve and Commanding General, U.S. Army Reserve Command: Lieutenant General Jack C. Stultz
- Assistant Chief, Army Reserve: Mr. James Snyder
- Deputy Commanding General, U.S. Army Reserve Command: Major General Jon J. Miller
- Deputy Chief Army Reserve, Individual Mobilization Augmentee: Major General Keith L. Thurgood
- Deputy Chief Army Reserve/Human Capital Enterprise: Brigadier General Leslie A. Purser
- U.S. Army Reserve Command Chief of Staff: Brigadier General William J. Gothard
- Director for Resource Management/Materiel Enterprise: Mr. Stephen Austin
- Deputy Chief of Staff, G-3/5/7/Force Programs Division/Readiness Enterprise: Colonel (P) Brian J. McKiernan
- Chief Executive Officer/Director, Services and Infrastructure Enterprise: Mr. Addison D. Davis
- Command Chief Warrant Officer: Chief Warrant Officer 5 James E. Thompson
- Command Sergeant Major: Command Sergeant Major Michael D. Schultz

Army Reserve Basics

- Established: April 23, 1908
- Designated Direct Reporting Unit to Army: October 1, 2007
- 2010 Authorized End Strength: 205,000

- Selective Reserve Strength: 205,281
- Accessions for FY 2009: 23,684 (105% of actual goal)
- Reenlistments for FY 2009: 12,227 (105% of annual goal)
- Accessions Goal for FY 2010: 20,000
- Soldiers Deployed Around the World: 15,584
- Soldiers Mobilized Since September 11, 2001: 196,711
- Number of Army Reserve Centers: 1,100

Distinctive Capabilities:

The Army Reserve contributes to the Army's Total Force by providing 100% of the:

- Theater Engineer Commands
- Civil Affairs Commands
- Training Divisions
- Biological Detection Companies
- Railway Units
- Replacement Companies

...more than two-thirds of the Army's:

- Medical Brigades
- Civil Affairs Brigades
- PSYOPS Groups
- Expeditionary Sustainment Commands
- Dental Companies
- Combat Support Hospitals
- Army Water Craft
- Petroleum Units
- Mortuary Affairs Units

...and nearly half of the Army's:

- Military Police Commands
- Information Operations Groups
- Medical Units
- Supply Units

Army Reserve Demographics

Ethnicity

Caucasian: 58.9% Pacific Isl: 1.0%

Black: 21.8% Native Amer: 0.7%

Hispanic: 12.8% Other 1.1%

Asian: 3.7%

Average Age: 32.1

Officers: 40.7

Enlisted: 30.3

Warrant: 43.1

Married 45.3%

Officers: 66.9%

Enlisted: 40.8%

Warrant: 72.2%

Gender

Male: 76.6%

Female: 23.4%

Army Reserve Budget Figures

Total FY 2011 Budgeted: \$8.1 Billion

Operations and Maintenance: \$3.2 Billion

Military Personnel: \$4.7 Billion

Military Construction: \$318 Million

Total FY 2012 Programmed: \$8.8 Billion

Operations and Maintenance: \$3.1 Billion

Military Personnel: \$5.3 Billion

Military Construction: \$318,175 Million

Army Reserve Installations

Fort Buchanan, P.R. Fort McCoy, Wis.

Devens, Mass. Fort Hunter Liggett, Calif.

Fort Dix, N.J. Camp Parks, Calif.

Legislative Affairs Contact: 703-601-0863 / 0854

YOUR ARMY RESERVE

The United States Army Reserve provides trained units and qualified Soldiers available for active duty in the armed forces in time of war or national emergency, and at such other times as the national security may require. Throughout the United States, the Army Reserve has four Regional Support Commands that provide base support functions, and 13 Operational and Functional Commands available to respond to homeland emergencies and expeditionary missions worldwide.

**NOT FOR PUBLICATION UNTIL
RELEASED BY THE
HOUSE SUBCOMMITTEE ON MILITARY
PERSONNEL
HOUSE ARMED SERVICES COMMITTEE**

**STATEMENT OF
VICE ADMIRAL DIRK J. DEBBINK, U.S. NAVY
CHIEF OF NAVY RESERVE
BEFORE THE
SUBCOMMITTEE ON MILITARY PERSONNEL
HOUSE ARMED SERVICES COMMITTEE
27 JULY 2011**

**NOT FOR PUBLICATION UNTIL
RELEASED BY THE
HOUSE SUBCOMMITTEE ON MILITARY PERSONNEL
HOUSE ARMED SERVICE COMMITTEE**

Vice Admiral Dirk J. Debbink
Chief of Navy Reserve
Commander, Navy Reserve Force

Vice Admiral Dirk J. Debbink, a native of Oconomowoc, Wis., graduated from the U.S. Naval Academy with a Bachelor of Science in Systems Engineering in June 1977. He completed his Masters in Business Administration at the University of Chicago in June 1990.

During his initial period of active service, his assignments aboard USS *Fanning* (FF-1076) included main propulsion assistant, navigator and combat information center officer. His sea-tour was followed by duty as flag lieutenant for Commander, U.S. Naval Forces Japan in Yokosuka, Japan.

Debbink transitioned to the Reserve Component in 1983. During the next 19 years, he was assigned to numerous selective reserve billets, supporting Navy active duty and Joint commands in the United States and overseas.

Active duty assignments include: OPNAV-801B and OPNAV-603; USS *Dale* (CG-19); U.S. Atlantic Command in Norfolk; NCSO exercises; Naval War College and overseas exercises in Brussels, London, Bahrain, Japan and Korea.

Selected for flag rank in 2002, he has served in Reserve Component flag billets in the Pacific and Region Midwest. His most recent selective reserve billet was as the Reserve Deputy Commander and Chief of Staff, U.S. Pacific Fleet. He served on the SECDEF Reserve Forces Policy Board from August 2006 to July 2008, and he was recalled to active duty as Deputy Chief of Navy Reserve in October 2007.

Debbink became Chief of Navy Reserve on the staff of the Chief of Naval Operations in Washington, on 22 July 2008.

Prior to his recall to active duty, he was chairman of a regional design/build general contracting firm in Oconomowoc, Wis. He holds a private instrument pilot license, real estate broker's license and is a registered professional engineer in the State of Wisconsin.

Personal awards include the Defense Superior Service Medal, Legion of Merit (one gold star), Defense Meritorious Service Medal, Meritorious Service Medal (one gold star), Navy and Marine Corps Commendation Medal (one gold star), and Navy Achievement Medal.



I. Introduction

Chairman Wilson, Congresswoman Davis, and distinguished members of the House Armed Services' Military Personnel Subcommittee, as I enter my third year as the Chief of Navy Reserve, I thank you for the opportunity to speak with you today about the capabilities, capacity, and readiness of the 64,569 dedicated men and women who serve in our Navy's Reserve Component. I offer my heartfelt thanks for all of the support you have provided these great Sailors.

The U.S. Navy is globally deployed, persistently forward, and actively engaged. America's Navy, year after year, in peace and war, carries out the core capabilities of forward presence, deterrence, sea control, power projection, maritime security, and humanitarian assistance and disaster response articulated in our maritime strategy **A Cooperative Strategy for 21st Century Seapower** (CS-21). This nation's Navy derives its strength from the active and reserve Sailors and Navy civilians who comprise our Total Force. The Navy's Total Force is not just a concept; it is an operational and organizational reality. Navy missions are executed by the Active Component (AC), the Reserve Component (RC), or a combination of both. At the same time, AC and RC Sailors provide strategic depth for maritime missions to ensure your Navy is always ready to respond globally to crisis situations while maintaining fiscal efficiency across the spectrum of operations.

Our maritime Strategy establishes naval power as an enduring concept and recognizes the Navy must constantly evolve and innovate to face emerging and future challenges. These two concepts – the enduring mission of our Navy and the reliance we

place upon both components of Navy's Total Force to flex to accomplish our objectives—inform our efforts as we review where we have been and consider our future.

The Navy Reserve Strategic Plan charts our continued progress towards providing valued capabilities as part of Navy's Total Force. On October 1, 2010, we released the Fiscal Year (FY) 2011 update to ***Ready Now: The Navy Reserve Strategic Plan***. First launched in early 2009, this Strategic Plan defines our mission, articulates our vision, and establishes strategic focus areas to guide our change efforts. In its third year of execution, this plan serves as the blueprint for shaping the Navy Reserve so it can effectively and efficiently carry out those Navy missions for which the Navy Reserve is well-suited. This year's update detailed 12 new initiatives designed to improve all facets of our proud organization: making it more efficient for our Sailors to attain training and medical readiness; improving customer service; and determining the proper force mix of active and reserve contributions for current and future Navy capabilities across the mission spectrum.

Providing the necessary support to our Sailors and their families is the foundation of all our initiatives and consistently one of my top priorities. This country is greatly indebted to the men and women who have gone in harm's way to support contingency operations globally. It is our obligation to provide our Sailors every opportunity to succeed at home station and while deployed, and to provide them with the means to reintegrate fully once they return from overseas.

Our Navy Total Force Vision for the 21st Century (NTF 21) clearly articulates Navy's vision for a Total Force and emphasizes our active Sailors, reserve Sailors, and Navy civilians as Navy's most important resource and a critical component to meeting

the demands of CS-21. NTF 21 guides our Navy's personnel policy and strategy and articulates our Total Force mission to attract, recruit, develop, assign, and retain a highly skilled workforce for the Navy. I discuss our various personnel policies in greater detail in Section III below. But first, a look at our recent accomplishments made possible by the support of the Congress.

II. 2010-2011: Fully Engaged – from Peace to War

Operationally, the Navy Reserve is fully engaged across the spectrum of Navy, Marine Corps, and joint operations, from peace to war. Today, approximately 5,800 mobilized or deployed Navy Reserve Sailors are providing nearly half of the Navy's ground forces serving in the U.S. Central Command Area of Operations and in other critical roles worldwide.

While executing these mobilizations, we are also providing valued capabilities for urgent requirements and ongoing operational support missions. In the immediate aftermath of the devastating earthquake in Haiti, the Navy Reserve was an important part of "Operation Unified Response" and Joint Task Force Haiti. Within hours, Navy Reserve Fleet Logistics Support Wing (VR) aircraft provided on-demand airlift, delivering urgently needed food, water, and medical supplies to the Haitian population. Navy Reserve doctors, nurses, and hospital corpsmen left their homes and families to serve ashore and on the hospital ship USNS Comfort. From medical professionals and Seabees to ground crews, logisticians and communicators, providing "on-demand expertise" is what makes the Navy Reserve a highly valued partner in Navy's Total Force.

More recently, VR C-40A Clippers were tasked to support the Department of State (DOS) and Department of Defense (DOD) contingency actions in Egypt and Yemen. In the Egyptian event, the crew launched from Bahrain at 0400 local time and transported 33 Marines from the theater's Fleet Anti-terrorism Security Team (FAST) and 7 Country Surveillance Assessment Team (CSAT) members from the Combined Forces Special Operations Component Command (CFSOCC) to Cairo International Airport. The FAST and CSAT members were tasked by DOS and DOD leadership to execute the Non-Combatant Evacuation Operation (NEO) for American citizens from the U.S. embassy. For Yemen, the deployed Navy C-40A fulfilled a Secretary of State-approved short-notice requirement supporting the United States embassy in Sanaa, Yemen.

Also, Navy Reserve assets played a critical role in "Operation Tomodachi", the Department of Defense's assistance operation to Japan providing disaster relief following the 2011 Tōhoku earthquake and tsunami. More than 11,300 man-days were provided by Reserve Sailors participating in the relief effort. Such vital expertise as a 30-member Nuclear Emergency Response Team (from Norfolk, VA) and an 18-member Radiological Control Team (from Pearl Harbor) were transported to Japan on VR aircraft. These two teams were the primary teams to mitigate the contamination of US aircrew and aircraft prior to returning to USS RONALD REAGAN and other US Navy ships on station.

Every day Navy Reserve Sailors provide important operational support to this nation with approximately one-quarter of our Sailors on full-time active duty, while many others provide their expertise on a "part time" basis. Some examples include the skilled

engineers and technicians executing shipyard projects in the Naval Sea Systems Command's Surge Maintenance program; Full-Time Support (FTS) and Selected Reserve (SELRES) aviators serving as instructors for 20 percent of the training sorties flown in Navy's aviation training pipeline; and our Intelligence community providing key global intelligence support. Ideally suited to take on periodic and predictable work, our ready and accessible force of skilled Sailors provides valued capabilities on an ongoing basis. In the case of SELRES Sailors, when their work is completed they leave Navy's payroll and return to their civilian employers.

Navy Reserve Sailors are highly skilled professionals. More than 70 percent of our Force are Navy Veterans--Sailors who still use the skills they were taught during their service in the AC. RC Sailors may also have industry-honed civilian skills that they bring to the Navy during periods of active service. These Sailors bring a wealth of experience, including expertise in high-end technology fields, knowledge of world-class business practices and an entrepreneurial mindset. This diverse work experience provides a unique and valued contribution to the Total Force.

Navy Reserve Flag Officers are a heavily-utilized element of the Total Force. Navy leadership frequently calls upon the experience, management acumen and leadership these Admirals bring to Navy's global effort. I thank you for the provision in the FY 2011 National Defense Authorization Act (NDAA) that provided Navy leadership additional flexibility in managing the Reserve Flag Officer assignments.

Navy Reserve Sailors are not only highly skilled; they are an efficient and effective workforce. In FY 2010, the Navy Reserve provided seventeen percent of the total Navy uniformed end strength, utilizing seven percent of total Navy personnel costs,

while accounting for more than 6,100,000 days of support for Total Force requirements. Your Navy Reserve is fully engaged and prepared to do the work of our nation – from peace to war.

III. Personnel Policies

The success of the Navy Reserve Force is due first and foremost to the professionalism of the Sailors who volunteer to serve in a wide array of environments. Since the start of the military engagements in Afghanistan and Iraq, every member of today's Reserve has enlisted or re-enlisted, and I am continually awestruck at the patriotism of these young Sailors. Navy Reserve leadership continually reviews policies and laws, ensuring our Sailors are afforded the greatest opportunity to participate in Navy's Total Force while also ensuring each Sailor's family and employer are appropriately recognized for their sacrifices on behalf of the service member. The FY 2012 Budget request of \$2.005B (including Overseas Contingency Operations (OCO) funding) for Reserve Personnel, Navy (RPN) will continue to support the Manpower needs and policies of the Navy Reserve.

One of the Navy Reserve's strategic focus areas is to enable the Continuum of Service (CoS). CoS is not just a Reserve imperative, but a strategic imperative for the Department of Defense (DoD) and the Department of the Navy (DoN). CoS initiatives provide for seamless movement between the AC, RC, and civilian service, while delivering operational flexibility and strategic depth at the best value for the Navy. Enabling the CoS philosophy by fully incorporating opportunities unique to the reserve,

we recruit Sailors once and retain them for life through variable and flexible service options that provide a career continuum of meaningful and valued work.

There were many important accomplishments associated with our CoS efforts in FY 2010. Navy's Perform to Serve (PTS) program provides AC Sailors with avenues for continued service in the AC, primarily through transitions from overmanned rates into undermanned rates. In 2009, Navy expanded this program to allow AC Sailors the option to affiliate with the RC in their current rate to continue their Navy career. Integrating Reserve opportunities early into a Sailor's transition process demonstrates the AC's commitment to CoS initiatives. Additionally, in FY 2010 Fleet Rating Identification Engine (FleetRIDE) with PTS integration was fully deployed. FleetRIDE is a tool that automates and aids in streamlining the AC to RC process while improving Sailor FIT and ability to manage overall and rating-specific manning levels and community health. It standardizes the rating conversion and qualification process. It facilitates AC and RC Enlisted Community Managers (ECM) decision and communication flow, improves the ECM AC to RC approval process, and provides conversion request tracking reports. FleetRIDE/PTS integration provides a robust counseling and screening tool for the Fleet, feeding screened Sailors directly into the PTS selection process.

One of the most exciting developments supporting CoS is the Career Transition Office (CTO) within Navy Personnel Command. The goal of the CTO is to establish personal contact and provide counsel to every Sailor leaving active duty and assist them through the transition process to help them take full advantage of Navy Reserve opportunities. By engaging our fully qualified, world-wide assignable personnel before

they leave active duty, we can turn a personnel loss into a retention gain without involving a Navy recruiter. We began this initiative by identifying and pursuing officers transitioning from AC to RC, which resulted in increased officer affiliation rates to 46 percent, and have since expanded the program to include enlisted members. CTO recently initiated a pilot program to facilitate RC to AC enlisted transitions. Through process improvements and more efficient procedures, CTO has successfully achieved a number of 72 hour AC to RC transitions, and the recent average transition is approximately five business days—whereas before CTO it routinely took two to three months to complete an AC to RC transition.

Building on our CoS efforts has been one of my top priorities for FY 2011. In the upcoming year, we will continue to refine a Variable Service option, in which volunteer members in the Individual Ready Reserve active status pool with desired critical skill sets (e.g., medical professions, SEALs, field Corpsmen, etc.) are identified and ready to fill contingency operations requirements if they desire. We will also seek to implement a Career Intermission Program with a SELRES Option that allows program participants to continue community training and qualifications during an intermission from active duty. This initiative provides AC Sailors an alternative to permanent separation as they pursue personal or professional goals such as caring for an elderly family member, continuing education, or starting a family. This exciting new lane change option builds on a successful Career Intermission Pilot Program initiated in 2009. Further, we are currently implementing a process to establish an Intermediate Stop (I-Stop) in support of a Sailor's transition from AC to their gaining NOSC. This initiative will allow Sailors to

receive orders to their NOSC where the Sailor's AC separation and RC gain transactions are completed.

The Navy Reserve is committed to providing world-class care for our sailors; especially, for those wounded in support of Overseas Contingency Operations. We continue to provide exceptional service to Sailors assigned to Navy's Medical Hold (MEDHOLD) units. These units provide necessary medical and non-medical case management to Navy's RC Wounded, Ill, and Injured (WII) population. Through proactive leadership, MEDHOLD helps RC WII members return to service and their communities. I thank Congress for the provision in the FY 2011 NDAA ensuring these WII sailors receive service credit towards earlier retirement for their time receiving treatment for their injuries. In addition, the Navy Safe Harbor program is Navy's lead organization for coordinating non-medical care for seriously WII Sailors and Coast Guardsmen and their families. Safe Harbor provides individually tailored assistance designed to optimize the successful recovery, rehabilitation, and reintegration of our Shipmates.

All Sailors returning from overseas mobilizations are encouraged to attend a Returning Warrior Workshop (RWW), Navy's "signature event" within the DoD's Yellow Ribbon Reintegration Program (YRRP). The RWW is a dedicated weekend designed to facilitate reintegration of Sailors returning from combat zones with their spouses, significant others, employment, and communities. Staged at a high-quality location at no cost to the participants, the RWW employs trained facilitators to lead Warriors and their families/ guests through a series of presentations and tailored break-out group discussions to address post-combat stress and the challenges of transitioning back to

civilian life. Defining resilience as more than just simply returning to former levels of functioning, these events help service members recognize what is called “post-traumatic growth”—positive changes made as a result of going through the deployment experience. As of 15 May 2011, a total of 76 RWWs have been conducted, attended by 5,528 military personnel and 4,185 guests/family members. Twenty-eight more events are scheduled before the end of FY2012. Pioneered by the Navy Reserve, these workshops are available for all Navy Individual Augmentees, AC and RC. RWWs are a true success story in honoring our Sailors and their families. It is important to ensure this program continues to have both the full support of Navy leadership and the widest possible participation by all returning Sailors.

RWWs serve as a key component of the Navy Reserve Psychological Health Outreach Program (PHOP). The PHOP employs dedicated teams of mental health professionals to provide psychological health assessments, outreach, and education, including Operational Stress Control (OSC) and Suicide Prevention training for the Navy and Marine Corps Reserve Communities. Regularly scheduled encounters are used to screen service members prior to and after deployment. The program is designed to identify potential stress disorders, facilitate early intervention, and provide access to psychological health support resources. The availability, quality, and effectiveness of psychological services utilized by Navy/Marine Corps Reservists and their families is closely monitored. During FY 2010, PHOP teams conducted mental health screenings for more than 1,600 Reservists, provided outreach calls to more than 3,000 demobilizing Reserve Sailors, followed up on more than 2,400 referrals from commands, family members and others, and made approximately 300 visits to NOSCs

conducting psychological health briefs to more than 11,390 Sailors. In FY 2011, the PHOP will deploy a user-friendly website providing both Sailors and their family members an easy-to-access database of PHOP work products and points of contact.

The policies focused on enhancing the quality of life for Navy Reserve Sailors have paid dividends with regards to the end strength of the Force. FY 2010 marked a third consecutive year of notable Navy Reserve enlisted and officer recruiting achievements. Reserve enlisted recruiting met goal, and the measured educational achievement of our recruits was at the highest level ever. Since the Active and Reserve recruiting commands consolidated in 2004, more reserve officers were accessed in 2010 than in any year. Overall SELRES retention numbers were strong; however, increased pressure on members to prove their value to civilian employers, combined with a higher operational tempo, has resulted in higher attrition levels for members with critical skills sought both in and out of the military. Successful recruiting and retention strategies continue to play a critical role in attracting the right skill sets and talent to support the Fleet and Combatant Commands. Numerous initiatives are underway to ensure SELRES Officer communities "get healthy" by 2014, including targeted Officer affiliation and future retention bonuses, the increase of accession goals, refinements in the CTO process, and development of retention measurements and benchmarks. Incentives that target high-demand communities are essential in retaining members critical to mission accomplishment, and your support towards these efforts is very much appreciated.

The Navy Reserve expects high retention and low attrition rates to continue (similar to Active Duty trends), due to our "Stay Navy" campaign, the ability to provide

real and meaningful work, as well as the effects of the current economy. Our close management of planned accessions and losses, coupled with current force-shaping and personnel policies, will ensure we retain the most qualified / capable Sailors while working toward the FY 2012 budgeted end-strength of 66,200 SELRES.

Navy is actively preparing for final repeal of "Don't Ask, Don't Tell." Sailors and leaders at all levels of the Total Force, including all Navy Reserve Sailors, are completing the required training in a face-to-face environment whenever possible. The central message of this training emphasizes the principles of leadership, professionalism, discipline, and respect.

Our FY12 budget request supports an emphasis on sexual assault prevention while continuing compassionate support for victims. This prevention emphasis includes twelve Sexual Assault Prevention and Response workshops in fleet concentration areas worldwide, execution of a pilot prevention program focusing on young Sailors, our most at-risk demographic, and most importantly, a clear and consistent message from leadership at all levels that sexual assault will not be tolerated in the United States Navy.

There is no question the success of our Navy Reserve is due to the dedication, sacrifices and service of our Sailors, and the support they receive from their families and employers. I believe our policies reflect that same level of commitment, and I thank you for your support of our many programs, several of which have been described herein.

IV. Defining our Future

Numerous formal and informal studies examining the future role of the Reserve Components and the National Guard are in various stages of completion within and outside DoD. These studies are designed to assess the projected security environment of the world upon the conclusion of the current Overseas Contingency Operations, as well as provide guidance on the capabilities that will be needed for our Nation's future security and continued prosperity. We are an active participant in these studies where appropriate. At the same time, we remain focused on the primary driving force defining our future: our integral role as an important component of Navy's Total Force.

Navy's maritime strategy is founded upon the truth that the United States of America is a maritime nation. Some facts will not change: 70 percent of the globe is covered by water; 80 percent of the world's population lives on or near the coast; and 90 percent of our commerce travels via the oceans. The oil that provides the energy for our modern world flows in tankers via a few strategic sea routes – routes that must be kept open. Our digital planet is linked by submerged fiber optic lines that transmit money and ideas across the planet 24/7. The enduring mission of our Navy to protect the global commons and maintain the stability necessary for prosperity will remain whether we are at peace or war.

Bottom line: We believe demand for Navy capabilities will remain the same or increase in the future. The Navy Reserve will play a vital role in Navy's Total Force that will deliver these capabilities. As stated in the 2010 Quadrennial Defense Review (QDR) Report, "prevailing in today's wars requires a Reserve Component that can serve in an operational capacity—available, trained, and equipped for predictable routine

deployment. Preventing and deterring conflict will likely necessitate the continued use of some elements of the RC—especially those that possess high-demand skill sets—in an operational capacity well into the future.”

To deliver operational capabilities in the future, the Department of Defense must have access to reserve force personnel during periods of relative geopolitical stability. The Department of Defense lacks the legal authority to access RC members on an involuntary basis to participate in total force solutions to meet revolving requirements. The President’s National Defense Authorization Request for Fiscal Year 2012 includes a provision which, if enacted, would amend title 10, United States Code, section 12304 to:

- Enhance Total Force capacity by allowing RC units and members to be included in long-range planning processes;
- Provide the opportunity to enhance dwell/ITEMPO to desired levels through increased capacity provided by RC units and members;
- Enhance the overall readiness of RC units with high-demand skill sets, ensuring a more robust total force response capacity for future contingency operations;
- Provide predictability of future routine military obligations for individual Reserve members, their families and their employers; and
- Provide a mechanism to access RC members for routine requirements assured of the various protections currently granted for other involuntary duty assignments.

The Navy Reserve would use this authority to augment force rotations for overseas requirements with certain Reserve units (especially the Naval Expeditionary Combat Command). I urge Congress to enact this important provision to ensure access to the

Reserve Components as the National Defense Authorization Act is taken up in conference in the weeks ahead.

The Navy Reserve provides strategic depth while it delivers operational capability. For the sake of the Nation and to ensure our long term viability, the Reserve Force must be able to perform both these missions. If we "operationalize" the entire Navy Reserve, it becomes unsustainable from a manpower and fiscal perspective. In the future—just like now-- at any given time approximately 2/3 of our Navy Reserve will be providing strategic depth, while approximately 1/3 is in a more operational posture. The cost to complete the training, medical, and personnel readiness requirements for the personnel of those units entering a heightened operational phase will be paid from reserve accounts, while the costs for the active duty performed rotationally by these units will be paid from active component accounts. Once the services have been assured access to their reserve and guard components through the recommended legislation, the individual services will be able to make the necessary decisions regarding construct and employment of the Force that will lead to the proper planning and budgeting activities for both AC and RC personnel accounts.

Depending on the mission, we mirror or complement the AC. We mirror the AC and provide additional rotational forces for those missions where it makes operational and fiscal sense. We complement the AC by providing unique capabilities in other areas, such as in the Intra-Theater Fleet Logistics Support, Counter-Narcotics Surveillance, and Navy Special Warfare Helicopter Support missions. The correct AC/RC mix varies with each of Navy's wide variety of missions and required capabilities. As new missions emerge and current missions evolve, AC/RC mix

solutions are carefully and continually examined. As stated in the QDR, "...as the operational environment allows, DoD will seek ways to rebalance its reliance on the RC to ensure the long-term viability of a force that has both strategic and operational capabilities." The Navy Reserve's FY12 Operations and Maintenance budget request of \$1.397B (including OCO funding) will continue to provide the Joint Force with readiness, innovation, and the agility to respond to any situation.

For example, we are taking a close look at integrating the Navy Reserve into the manpower requirements for our newest platforms such as the new generation of unmanned systems, which includes the MQ-4C Broad Area Maritime Surveillance (BAMS) platform. Operated from stations in the continental United States, this aircraft delivers more than 30 hours of airborne endurance, providing persistent maritime Intelligence, Surveillance, and Reconnaissance data collection for our Navy, Marine Corps, and Joint Force Commanders. The periodic, predictable nature of BAMS missions are well-suited for Navy Reserve Sailors to serve as BAMS pilots and sensor operators.

Our Navy's newest surface ship platform, the Littoral Combat Ship (LCS) has unique manning requirements and Navy Reserve Sailors will play a vital role in this exciting new capability as trainers, maintainers, and operators. Unlike previous combatant ships, the combat capability of the LCS is built on interchangeable mission modules. Our adaptable Navy Reserve force can be a vital part of the skilled force needed to make the most of this exciting new capability – modular crews for modular ships!

While we have increased operational support of Force requirements, we have also become a smaller and more cost-effective force. Throughout the post-9/11 era, the Navy Reserve has pursued efficiencies while increasing our capabilities. We have eliminated staff and organizational redundancies wherever possible, leveraging the Navy's schools, bases, organizations and information technology infrastructure. We have honed our staff overhead to approximately 3,000 Sailors who serve and enable the remaining 62,000 Sailors of our Navy Reserve to contribute directly to active Navy commands.

The Navy's RC is a force for innovation across all spectrums, but it is especially evident in the realm of Information Technology (IT). IT is critical to everything we do as a Navy, and the Navy Reserve is in the forefront on several IT initiatives, such as retiring our legacy networks and contributing to Navy Cyber Forces. The Navy Reserve is the only Navy echelon to have completely retired all legacy networks and operate exclusively within Navy Marine Corps Intranet (NMCI). As we progress from the NMCI contract to the Next Generation Enterprise Network, Navy Reserve is leading the effort to move to thin client computing and other efficiencies to provide our Sailors with the most secure, robust access available anytime, anywhere.

In 2011, we have explored new network access methodologies with further testing of the Secure Remote Access Pilot designed to empower the workforce to quickly and securely access their digital resources from any location, using any asset, at any time. Secure Remote Access is now available to the entire Navy as a service. The Navy Reserve will also deploy Wi-Fi access to all Navy Reserve facilities, generating cost savings through reductions in NMCI "seats" while simultaneously improving Sailor

satisfaction. Also, by the end of FY11, all Reserve travel arrangements and reimbursement claims will be handled through the Defense Travel System (DTS). Navy Reserve is the lead reserve and guard activity to migrate to DTS. This migration will eliminate the manual processing of 125,000 travel claims per year, freeing manpower for other customer service requirements and speeding pay to the reserve traveler from an average of 45 days to an average of 5 days.

Navy is developing a data system-tentatively called the Integrated Pay and Personnel System - Navy (IPPS-N)--which will improve pay and service record support to both AC and RC Sailors. Historically, Reserve Readiness Commands, Personnel Support Detachments, and NOSC's have been unable to attain an accurate picture of manpower and personnel data despite exhaustive efforts to reconcile the information found in multiple "authoritative" sources and Reserve Headquarters Support databases. IPPS-N would allow for real-time service record documentation, end strength reporting, and pay-accounting across both the AC and RC. This is not just the design and building of an IT system but rather a complete review of all business processes. The Authoritative Data Environment, a key piece of the IPPS-N that the Navy Reserve is promoting, will be the single source for Sailor manpower and personnel records and provide the base for the complete solution. The end-state of this initiative is improved personnel management across the CoS and better support for service members and leadership.

Ensuring our Reserve Force has the proper equipment to bring our military acumen to bear is one of my ongoing priorities. I thank Congress for the support they

provide the Navy Reserve in the many appropriations for the Force. In particular, the Navy and the Joint Forces benefit greatly from Congress' support for recapitalizing Fleet Logistics aircraft by procuring C-40A airframes. The C-40A "Clipper" is a Navy Unique Fleet Essential Airlift (NUFEA) aircraft that provides flexible, time-critical inter- and intra-theater air logistics support to Navy Fleet and Component Commanders as well as providing logistical support for the Navy Fleet Response Plan. The C-40A is a medium lift cargo aircraft, equipped with a cargo door and capable of transporting up to 36,000 pounds of cargo, 121 passengers, or a combination of each. The C-40A is the designated replacement for the Navy Reserve's legacy C-9B and C-20G aircraft. Aircraft recapitalization of the C-9B and C-20G is necessary due to increasing operating and depot costs, decreasing availability, inability to meet future avionics/engine mandates required to operate worldwide, and continued long-term use of the C-20G in the harsh desert environment. The C-40A has significantly increased range, payload, and days of availability compared to the C-9B and C-20G, and has the unique capability of carrying hazardous cargo and passengers simultaneously. Navy C-40A detachments are forward-deployed 12 months per year to provide around-the-clock support to the U.S. Pacific Command, U.S. Central Command, and U.S. European Command Areas of Responsibility. Additionally, these cargo airplanes are an integral first-responder in emerging Humanitarian Assistance/Disaster Relief core mission sets. Currently, eleven C-40A cargo aircraft are operational and one is on contract for an early FY-12 delivery. Five aircraft are required to complete the minimum, risk-adjusted C-40A procurement plan of 17 aircraft which will complete the divestiture of the C-9Bs and C-20Gs.

Congressional support for the Navy Reserve C-40A program has placed the VR fleet closer to realizing a more capable and cost-efficient NUFEA capability.

Also, the National Guard and Reserve Equipment Appropriation (NGREA) funds equipment for the Navy Reserve. NGREA has allowed us to purchase expeditionary warfighting equipment for the Naval Expeditionary Combat Enterprise in support of operations in Iraq and Afghanistan, essential training upgrades in support of the adversary mission, and warfighting and personal protection equipment for Navy Special Warfare units. In the past, NGREA Funding has also allowed for the procurement of C-40A cargo aircraft to replace an aging fleet of C-9s, C-12s, and C-20s. The Navy Reserve has a solid record of executing NGREA funding, demonstrating the value of these funds as well as our stewardship of these important taxpayer dollars. I thank you for all the support you have provided to the Navy Reserve through this appropriation in the past.

V. Conclusion

As stated in the 2010 QDR, "the challenges facing the United States today and in the future will require us to employ the National Guard and Reserve force as an operational reserve to fulfill requirements for which they are well suited." Our Navy Reserve Vision calls for us to be valued for three very important hallmarks of our Force: our "readiness, innovation, and agility to respond to any situation." This applies operationally and strategically as Navy continuously evaluates and adjusts the AC/RC mix in any given naval capability. Through Navy's adaptable, dynamic, and

requirements-driven process, the Navy Reserve has proven it has much to offer
"America's Navy – A Global Force for Good."

On a more personal level, as Chief of Navy Reserve I take to heart that each Sailor has sworn to support and defend the Constitution of the United States. My covenant to them is to make each day in the Navy Reserve a day filled with real and meaningful work. My obligation to the Navy and our Nation is to ensure that **your** Navy Reserve has the right force structure today and in the future. Using our strategic plan as our blueprint for the future, we intend to live up to the promise of our Force Motto: **Ready Now. Anytime, Anywhere.**

On behalf of the Sailors, civilians, and contract personnel of our Navy Reserve, we thank you for the continued support within Congress and your commitment to the Navy Reserve and Navy's Total Force.

NOT FOR PUBLICATION UNTIL RELEASED
BY HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF
MAJOR GENERAL DARRELL L. MOORE
COMMANDER, U.S. MARINE CORPS FORCES RESERVE
BEFORE THE
SUBCOMMITTEE ON MILITARY PERSONNEL
OF THE
HOUSE ARMED SERVICES COMMITTEE
ON
RESERVE COMPONENT
ON
July 27, 2011

NOT FOR PUBLICATION UNTIL RELEASED
BY THE HOUSE ARMED SERVICES COMMITTEE

Introduction

Chairman McKeon, Ranking Member Smith, and distinguished Members of the Committee, it is my honor to appear before you today regarding the operational use of the Marine Corps Reserve. First and foremost, Marine Forces Reserve continues to be an integral element of the Total Force Marine Corps. We share the culture of deployment and expeditionary mindset that has dominated Marine Corps culture, ethos, and thinking since our beginning more than two centuries ago. All Marines stand ready to answer this Nation's call to arms. Accordingly, the U.S. Marine Corps Reserve is organized, equipped, and trained in the same manner as the active component Marine Corps and consequently is interchangeable and ready to deploy in any clime or place.

The operational use of the Marine Corps Reserve is a welcome force multiplier for the Marine Corps. Commandant of the Marine Corps Gen. James F. Amos recently stated in his planning guidance that "the Marine Corps is America's Expeditionary Force in Readiness." Accordingly, Gen. Amos' March 1, 2011, report to the House Armed Services Committee on the posture of the United States Marine Corps specifically addressed the Marine Corps Reserve's operational orientation and contribution to that construct:

"The transition in utilization of the Marine Corps Reserve from a strategic to operational Reserve, as affirmed by the Marine Corps' recent force structure review, expands the Corps' ability to perform as America's Expeditionary Force in Readiness."

The operational use of the Marine Corps Reserve presents unique resourcing considerations. Last November, the Marine Corps identified operational requirements that would necessitate the use of Marine Corps Reserve units. Operational requirements that could be directly tied to Overseas Contingency Operations (OCO) continue to be funded with supplemental appropriations, consistent with Defense guidance.

An Operational Reserve

In the previous decade, this great Nation required its Marine Corps Reserve to be continuously engaged in combat operations in Iraq and Afghanistan as well as in regional security cooperation and crisis prevention activities in support of the geographical combatant commanders. In addition to our service in and around combat zones, your Marine Corps

Reserve's response to our Nation's needs echoes the February 2010 Quadrennial Defense Review, which called for a Reserve component that can serve in an operational capacity for predictable routine deployment.

As of June 30, 2011, more than 60,000 Reserve Marines have mobilized in support of OCO since September 11, 2001. Marine Forces Reserve support for operations will continue as we provide trained and ready forces to geographical combatant commanders across the globe. Our Force units and major subordinate commands – the 4th Marine Division, 4th Marine Aircraft Wing, and 4th Marine Logistics Group -- are currently providing 1,614 Marines to support Operation Enduring Freedom (OEF) and other U.S. Central Command requirements. Another 605 Marine Reservists supported other geographic combatant commanders around the world by performing TSC and engagement missions, supporting joint and international exercises, and serving as mobile training teams. We are also preparing to activate 1,150 Marines to deploy early next year in support of OEF. Furthermore, Marines from Marine Forces Reserve continue to deploy to theater specific exercises and cooperative security efforts within their annual training periods, such as Agile Spirit in the Republic of Georgia, Southern Accord in South Africa, Talisman Sabre in Australia, New Horizons in Suriname and Ulchi-Freedom Guardian in South Korea.

Our Force Generation Model is one of the most important planning mechanisms for continuing the operational use of the Marine Corps Reserve. The Model, which was implemented in October 2006, continues to provide long-term and essential predictability of future activations and deployments for our Reservists. The Model provides them, their families, and their employers, the ability to plan for upcoming duty requirements in their lives five or more years out. This empowers service members and their families to achieve the critical balance between family, civilian career, and service to the Nation while allowing employers the time to manage the temporary loss of valued employees. The Force Generation Model also assists Service and joint force planners in maintaining a consistent and predictable flow of fully capable Marine Corps Reserve units.

The Force Generation Model is a simple management tool that is based on one-year activations followed by four-plus years in a non-activated status. This allows for a continued and sustainable 1:5 deployment-to-dwell ratio for our Reservists as well as the ability to support unplanned requirements. In fact, the Marine Corps Reserve can potentially source 3,000 Marines

per rotation and 6,000 Marines annually at a 1:5 deployment-to-dwell ratio as programmed in the Force Generation Model. Furthermore, projecting predictable activation dates, mission assignments, and geographical destination years in advance enables units to focus training on core mission requirements early in the dwell period, then transition the training to specific mission tasks when the unit is 12-18 months from activation.

Mobilizations for both OEF and Theater Security Cooperation (TSC) activities have been executed under Executive Order 13223, in which the President declared a national emergency, and under Title 10 of U.S. Code, Chapter 1209, Section 12302, which authorizes the Secretary of Defense to order members of the Reserve component to active duty for a period not to exceed 24 months. At some point, Executive Order 13223 may no longer be renewed as it has been each September since 2001, and there may not be another emergency or authority that specifically authorizes the Service Secretaries to order any unit in the Ready Reserve to Active Duty for extended periods. Therefore, to continue our support to the geographic combatant commanders, we would have to rely on Marines to volunteer their service for activities requiring a period of active duty longer than the traditional two weeks of annual training. This authority currently resides in Section 12301d of Chapter 1209. While the level of volunteerism remains solid within the Marine Corps Reserve, our experience over the last decade has proven that the Marines prefer receiving involuntary orders to facilitate planning with families and employers. Additionally, units created by relying on volunteers decreases the mission readiness of the units left behind as individuals fill gaps instead of cohesive units. Without an involuntary mobilization authority that provides a guaranteed source of manpower, attempting to plan, coordinate, and execute TSC in support of geographic combatant commanders will become challenging. This may entice military planners to then request only active component units for missions that have now become standard assignments for the Reserve component.

The proposed amendment for Title 10, Chapter 1209, drafted as Section 12304a, provides the appropriate authorities to ensure Marine Forces Reserve's continued level of support to geographic combatant commanders TSC and Phase 0 shaping operations as well as maintain readiness across the Total Force. Of particular note, this authority allows the Secretary of a military department to determine when to use the Reserve component, which facilitates a Total Force sourcing solution to meeting global requirements. This amendment provides for the flexibility Service planners need to determine force sourcing solutions based on Force

Generation Models and policies. Over the last decade, the Services have seen an increasing demand signal from the geographical combatant commanders to support their TSC and Phase 0 shaping operations. We expect this demand will continue to increase in the post-OEF environment as geographic combatant commanders increase engagement activities across the globe.

Lastly, the involuntary activation authority allows task-organized capability sets to be provided by a single unit, reducing the requirement to cross-level from a number of units and degrade their personnel readiness. This had become necessary for some unit activations that have used 12301d authority to assemble TSC capabilities based solely on volunteerism. Unfortunately, this is not the optimum way to source military capabilities for deployment as it precludes the ability to train with a cohesive unit whose members are familiar with each other. Furthermore, cross-leveling reduces cohesion and often strips out key leaders from the units left behind. Sourcing a cohesive unit reduces the training time required for deployment and allows units that are not deploying to remain intact and maintain a higher rate of readiness.

Personnel

We continue to enjoy strong accessions and an increase in retention over the historical norm, which greatly enhanced our ability to improve our end strength during Fiscal Year 2010. Our bonus and incentive programs were essential tools in achieving more than 99 percent of our authorized end strength. Continued use of these programs will remain critical to meeting our overall end strength this Fiscal Year and continue shaping our Force. Our authorized end strength of 39,600 is appropriate for providing us with the Marines required to support the Total Force in an operational capacity while achieving a 1:5 deployment-to-dwell goal for Selected Marine Corps Reserve units.

Manning to authorized end strength is an institutional approach for the Total Force. That is, all Marine Corps recruiting efforts fall under the direction of the commanding general, Marine Corps Recruiting Command. This approach provides tremendous flexibility and unity of command in achieving Total Force recruiting objectives every year. Like the Active Component Marine Corps, Marine Corps Reserve units rely primarily upon a first-term enlisted force. Marine Corps Recruiting Command achieved 100 percent of its recruiting goal for non-prior

service recruiting (5,868) and prior service recruiting (4,209) for Fiscal Year 2010. We fully expect to meet our Selected Marine Corps Reserve recruiting goals again this year. Your continued support regarding enlistment, affiliation, and re-enlistment bonuses along with other initiatives greatly enables and enhances our operational use of the Marine Corps Reserve.

Lastly, the Marine Corps and Navy are coordinating actions to enhance the ability to activate Naval Reserve medical, religious ministry and naval gunfire liaison personnel in a manner that will better facilitate the arrival of activated Naval Reservists to train with our mobilized units prior to deployment.

Equipment

Marine Forces Reserve has two primary equipping priorities -- equipping individuals who are preparing to deploy and sufficiently equipping units conducting home station training. I directed my staff to ensure that every member of Marine Forces Reserve deploys fully equipped with the most current authorized Individual Combat Equipment and Personal Protective Equipment. Accordingly, we continue to equip individuals and units during their dwell periods with the best available equipment tailored specifically to their next mission.

Whereas individuals receive 100 percent of their necessary war fighting equipment, Marine Forces Reserve units are equipped to a level identified as a Training Allowance, which is the amount of equipment required by each unit to most effectively conduct home station training. My commanders establish their Training Allowance to enable them to maintain the highest training readiness as defined by their mission requirements. Marine Corps Reserve units continue to be equipped with the same equipment that is utilized by the Active Component Marine Corps, but in quantities tailored to fit Reserve Training Center capabilities. I am pleased to report that as a whole, we are adequately equipped to effectively conduct home station and Force-level training.

Although we have been engaged in combat operations for almost a decade, our equipment readiness rates remain above 97 percent. To maintain this level of readiness, we have relied heavily on supplemental funding. Additionally, National Guard and Reserve Equipment Appropriations continue to be an important element of the Marine Corps Total Force's ability to modernize the Reserve component and ensure that there is maximum compatibility between the

Reserve and active components. During Fiscal Years 2008, 2009 and 2010, Marine Forces Reserve received \$45 million, \$65 million, and \$45 million respectively through National Guard and Reserve Equipment Appropriations. We used these funds to augment regular procurement dollars and accelerate the fielding of various programs that touch every element of the Marine Air-Ground Task Force. Your continued support of this appropriation is greatly appreciated and is an essential enabler to operational utilization of the Marine Corps Reserve.

Health Services and Behavioral Health

Our priority for Reserve Marine health services is attaining and maintaining the Department of Defense goal of 75 percent Fully Medically Ready during dwell. In Fiscal Year 2010, Marine Forces Reserve individual medical and dental readiness rates were 70 percent and 78 percent respectively. This reflects a trend of continued improvement in overall individual medical readiness for Marine Forces Reserve.

Healthcare for the Reserve component Marines integrates many diverse programs throughout the deployment cycle -- pre-mobilization, deployment and post-deployment -- and is categorized into two areas: unit medical readiness and behavioral health. Unit medical readiness programs include the Reserve Health Readiness Program and TRICARE Reserve Select. Behavioral health programs include the Post Deployment Health Reassessment and the Psychological Health Outreach Program.

The Reserve Health Readiness Program is the cornerstone for individual medical and dental readiness. This program funds contracted medical and dental specialists to provide health care services to units not supported by a military treatment facility. During Fiscal Year 2010, the Reserve Health Readiness Program performed 10,947 Periodic Health Assessments; 2,803 Post-Deployment Health Reassessments; and 7,821 dental procedures. TRICARE Reserve Select, a premium-based health care plan, is also available to our Marines, Sailors, and their families.

Behavioral health has become an integral part of medical readiness. Navy medicine continues to address this complex issue through various independent contracted programs, such as the Post Deployment Health Reassessment and the Psychological Health Outreach Program. The Post Deployment Health Reassessment identifies health issues with specific emphasis on mental health concerns, which may have emerged since returning from deployment. The

Psychological Health Outreach Program provides psychological health professionals at six regional Marine Forces Reserve sites to screen and refer Selected Marine Corps Reserve personnel for behavioral health services. Marines who self-refer or are referred to the program can be screened for behavioral health issues, appropriately referred, and provided a road to recovery. Outreach members follow each referred Reservist through to the resolution of that member's case, whether it is return to active Reserve status or resolution through the Disability Evaluation System. These programs have proven effective in identifying those Marines needing behavioral health assistance and have provided an avenue to behavioral health assistance.

These medical policies and legal authorities are adequate to support the medical requirements of operationally employing the Marine Corps Reserve. The August 11, 2006, Department of Defense Instruction 6490.03 implemented policies and prescribed procedures for deployment health activities for Joint and Service-specific deployments to monitor, assess, and prevent Disease and Non-Battle Injury (DNBI); to control or reduce Occupational and Environmental Health (OEH) risks; to document and link OEH exposures with deployed personnel, including exposures to Chemical, Biological, Radiological, and Nuclear (CBRN) warfare agents; and to record the daily locations of deployed personnel. Accordingly, the Reserve component unit medical readiness and behavioral health programs are sufficient to support the Marine Corps Reserve.

Conclusion

Your Marine Corps Reserve continues to be operational in mindset and action and is fully committed and capable of being used in an operational construct. The momentum gained over the last decade in Iraq and Afghanistan, and in support of theater engagements around the globe, remains sustainable through coordinated focus, processes, and planning. The legislative authority to involuntarily activate units and individuals will enable the Marine Corps Reserve to maintain the depth of experience that has been achieved in the past decade of high operational tempo. Your Marine Corps Reserve thanks you for your continued support. Semper Fidelis!



Commandant
United States Coast Guard

2100 Second Street, S.W.
Washington, DC 20593-0001
Staff Symbol: CG-0921
Phone: (202) 372-3500
FAX: (202) 372-2311

**TESTIMONY OF
REAR ADMIRAL DAVID CALLAHAN
ACTING DIRECTOR OF RESERVE AND LEADERSHIP
ON THE
COAST GUARD RESERVE PROGRAM
BEFORE THE
HOUSE ARMED SERVICES SUBCOMMITTEE ON MILITARY PERSONNEL
JULY 27, 2011**

Good afternoon, Chairman Wilson, Congresswoman Davis, and distinguished members of the House Armed Services Military Personnel Subcommittee. It is a pleasure to have this opportunity to appear before you today to discuss the Coast Guard Reserve; its contribution to national defense and homeland security; the issues that face the men and women of our Coast Guard Reserve; and the Coast Guard's ability to sustain our current high quality workforce.

As one of the five Armed Forces of the United States, the Coast Guard has a long and distinguished history of safeguarding our Nation's maritime interests and natural resources on our rivers, ports, littoral regions, high seas, and in theaters around the world. Because of its broad legal authorities, capable assets, geographic diversity and expansive partnerships, the Coast Guard is uniquely positioned to serve as the lead federal agency for maritime homeland security and response to natural and other disasters, while serving as a key element of our national defense.

Founded in 1941, the Coast Guard Reserve is the force multiplier for the operational Coast Guard. During the last decade, we completely integrated our Selected Reserve force into active component units. More than 80 percent of our 8,100-member Selected Reserve force is directly assigned to active duty Coast Guard shore units, where reservists hone readiness skills through classroom instruction and on-the-job training side-by-side with their active duty counterparts. The remainder of our Selected Reserve force is dedicated primarily to conducting Defense Operations while assigned to our eight deployable Port Security Units (PSUs). The principal mission of the PSUs, which are staffed by both Active and Reserve personnel, is to support the Combatant Commanders in strategic ports of debarkation overseas, providing waterside protection of key assets. The remaining personnel are assigned to Department of Defense (DoD) units, such as the Maritime Expeditionary Security Squadrons and Combatant Commanders' staffs.

DEEPWATER HORIZON

Last year, during the Coast Guard's unprecedented response to the BP Deepwater Horizon oil spill, more than 2,500 reservists were mobilized under Title 14, representing the largest Title 14 mobilization in U.S. history. The response to the BP Deepwater Horizon oil spill presented a novel and dynamic operation that affirmed the Service's flexibility and value of the Coast Guard Reserve. It also highlighted a limitation in recall capability when unusual demand for Reserve mobilization under Title 14 U.S.C. 712 exceeded the law's authorized time limits of:

- Not more than 60 days in any 4-month period, and
- Not more than 120 days in any 2-year period.

Given these parameters, the Coast Guard was unable to retain reservists on involuntary active duty beyond 60 days. We addressed the situation by issuing Active Duty for Operational Support of the Active Component (ADOS-AC) orders to more than 400 reservists who volunteered and were approved for voluntary active duty upon completion of their 60-day Title 14 orders. Today, approximately 100 reservists continue to support BP Deepwater Horizon and the efforts to document this extraordinary event.

Together with mobilizations for Overseas Contingency Operations (OCO) and its subsequent dwell time constraints, the BP Deepwater Horizon oil spill response activities reduced the force available for other contingencies, such as hurricanes and floods, to less than 45 percent of the total Coast Guard Reserve. Had it not been for the voluntary response by mobilized reservists to remain on active duty, the Deepwater Horizon event would have reduced the available force to less than 35 percent of strength.

OPERATION UNIFIED RESPONSE

Over the past two decades the Coast Guard has focused on developing an integrated workforce with deployable force packages. Following the magnitude 7.0 earthquake that struck Haiti in 2010, the Coast Guard Cutter FORWARD arrived on scene within 24 hours of the earthquake; and PSU 307, augmented by individuals with select specialties from several other PSUs, deployed for approximately eight weeks as a unified force to provide port safety and security in Port-Au-Prince and nearby Haitian ports. The Coast Guard Reserve's PSU force package was vital to ensuring the safe passage of relief supplies and shipping commerce in the port and surrounding waters of Haiti.

SURGE CAPABILITY

The Coast Guard's 8,100 operational reserve personnel act as a surge capability ready and able to respond to any national or domestic contingency, including the 9/11 terrorist attacks. Since 2001, there have been more than 7,800 cumulative recalls of Coast Guard reservists under Title 10 of the United States Code. Reservists have served at home as part of the Coast Guard's Maritime Homeland Security mission—usually as part of PSUs—and overseas in direct support of the Combatant Commanders. In early 2003, at the height of Operation Iraqi Freedom, approximately half of the Coast Guard personnel deployed overseas were reservists.

POST 9/11

Since September 2001, when we embarked on the largest mobilization of Coast Guard reservists since World War II, we redoubled our efforts to develop a Reserve force with the appropriate skills and training for the missions of the 21st century. We have examined our systems for recruiting, training, mobilizing and demobilizing reservists to identify and close readiness gaps. More significantly, we undertook a comprehensive review of the Coast Guard Reserve and in 2008 implemented the Reserve Force Readiness System (RFRS), which is designed to increase readiness of Coast Guard Reserve forces. Under RFRS, many Full Time Support billets have been realigned at the operational level providing improved day-to-day oversight as well as administrative and readiness management of our Reserve forces. To complement RFRS, we are developing a Concept of Reserve Employment, which establishes doctrine to guide reservists toward attaining and maintaining competencies that ready them to meet surge and contingency operations requirements.

TITLE 14

This post-9/11 activity represents an affirmation of the vital role our Reservists play as the Coast Guard's operational surge force. As with members of the other Reserve Components, our men and women are subject to involuntary mobilization under Title 10 for national security contingencies. However, unlike members of the other Reserve Components, Coast Guard Reservists can also be involuntarily mobilized for up to 60 days at a time for domestic contingencies, including natural disasters and terrorist attacks. This unique authority provided under Title 14 has been used more than a dozen times since the 1970s to mobilize Coast Guard Reservists for a wide range of emergencies ranging from the 1980 Mariel Boat Lift to the BP Deepwater Horizon oil spill in 2010, as well as floods, hurricanes and other natural disasters.

In 2005, this unique authority was used by the Secretary of Homeland Security to allow the Coast Guard to mobilize approximately 700 reservists for Hurricanes Katrina and Rita, providing a ready force for rescue and recovery operations in New Orleans and other stricken areas of the Gulf Coast. It was used again in 2008 for nearly 70 members in response to Hurricanes Gustav and Ike. In all, Coast Guard reservists mobilized under Title 14 for Hurricanes Katrina and Rita performed nearly 20,000 person-days of duty in support of Coast Guard rescue and recovery operations. Most served alongside their active-duty counterparts as individual augmentees. For instance, several reservists assigned as Coast Guard Investigative Service special agents were mobilized to augment active-duty and civilian agents deployed to New Orleans, Baton Rouge, and Gulfport, LA where they provided armed security for senior officials and personnel disbursing cash to Coast Guard staff. In addition to individual augmentees, the Coast Guard also activated two PSUs to provide physical security in New Orleans and Gulfport and to aid in the distribution of relief supplies. These activities are a testament to the ability of our reservists to mobilize when and where needed to increase Coast Guard forces responding to an emergency.

The Coast Guard and Maritime Transportation Act of 2006 expanded the Secretary of Homeland Security's Title 14 recall authority to permit mobilization of Coast Guard reservists "to aid in prevention of an imminent serious natural or manmade disaster, accident, catastrophe, or act of terrorism." Other language included in the bill extended the limits on the period of recall to not more than 60 days in any four-month period and to not more than 120 days in any two-year period. This significantly enhanced our ability to mitigate major natural disasters and thwart terrorist attacks by enabling us to bring Coast Guard reservists on active duty even before disaster strikes. That said, the Service is mindful that mobilization under Title 14 does not entitle Coast Guard reservists to the credits and benefits that they would earn under Title 10 orders.

ORGANIZATION STRUCTURE

A major component of the Coast Guard's success in responding to disasters is the Coast Guard's decentralized command and control structure. The authority and responsibility to move forces—including reservists—establish response readiness levels, and direct operations are vested in District and Area Commanders. This provides operational commanders in the field with the reserve personnel resources they need, and avoids delays in executing our missions. The most important factor contributing to the Coast Guard's effectiveness in disaster response is the fact that our forces are engaged in this type of mission on a daily basis. As the nation's maritime first responder, Coast Guard men and women—active, reserve, civilian and auxiliary—plan for, train and execute law enforcement, maritime security, environmental response, search and rescue, and humanitarian aid missions every single day.

AN ARMED FORCE

The Coast Guard possesses several unique features that enable integration with DoD, other federal agencies, the National Guard, and state and local authorities. As an armed force, our communications systems, planning processes, personnel training and even our command structures have much in common with the DoD services. Coast Guard commanders can be either supported or supporting commanders for military operations, with extensive experience working in and with DoD Joint Task Force Headquarters. This capability allows for easy integration of forces and unity of effort when working together during major disasters. Currently, the Coast Guard has approximately 800 reservists in support of Overseas Contingency Operations.

JOINT FORCES

The Coast Guard maintains excellent working relationships with all of the armed forces, providing support and leveraging expertise through mutual agreements. At Marine Corps Base Camp Lejeune, North Carolina, the Coast Guard has partnered with the Marine Corps to develop the Coast Guard Special Missions Training Center, which is tasked to provide training, doctrine, and testing/evaluation in support of mission requirements of the Coast Guard, Navy and Marine Corps operational forces. The Special Missions Training Center offers specialized courses for Coast Guard Reserve deployable units, and inclusion of Coast Guard personnel in formal training conducted by the Navy and Marine Corps.

And, as I report to you here today, one hundred and twenty-three members of PSU 313 are deployed to Southwest Asia as an integral part of the Navy's Maritime Expeditionary Squadron, providing vital water and shore-side security for ports of strategic importance in the Middle East.

INTERAGENCY

In addition to our work with DoD, the Coast Guard works on a daily basis with other federal, state and local partners. The Coast Guard's ports, waterways and coastal security mission requires the Coast Guard to interact with state and local law enforcement and emergency response organizations, exercising command structures and building the trust critical to effectively executing an emergency response. Coast Guard Captains of the Port provide a critical link through Local Emergency Planning Committees, Area Maritime Security Committees, Harbor Safety Committees, Area Planning Committees, Regional Response Teams and other venues that allow the Coast Guard to build close relationships with key partners in disaster response. Because of the integrated nature of the Coast Guard, individual reservists play a key role in these efforts. Their dual status as Coast Guard members and residents of their local communities frequently enables them to leverage organizational and personal relationships that yield immeasurable benefits during a crisis situation.

COMMISSION ON THE NATIONAL GUARD AND RESERVE (CNGR)

The Coast Guard has participated from the start of the Commission on the National Guard and Reserve process, providing both a dedicated staff member as well as testimony to the Commission, and participating in each of the fact-finding sessions. Upon completion of the study, the Coast Guard worked with the Office of the Assistant Secretary of Defense, Reserve Affairs in evaluating the impact of the Commission's 95 recommendations. The Coast Guard continues to participate in follow-on work groups with the other reserve components as well as the Office of the Assistant Secretary of Defense, Reserve Affairs as the services work to implement many of the Commission's recommendations.

WORKFORCE

The Coast Guard takes a unique approach to staffing a Reserve force by performing both Reserve and Active component recruiting through a single Recruiting Command. The Coast Guard Reserve supplements recruiting offices with reservists on active duty (Temporary Active Reserve Recruiters), believing that reservists are best suited to recruit reservists. In addition to the Reserve recruiters, the Recruiting Command has found success in the use of In Service Transfer Teams to ensure that all active duty personnel being released from active duty are briefed on the benefits of the Coast Guard Reserve and offered an opportunity to affiliate.

IMPROVED BENEFITS

The Post 9/11 GI Bill, implemented in 2009, offers our reservists who have served on active duty since September 11, 2001, an important benefit that will improve the education and professionalism of our already stellar workforce. This benefit has also contributed to current retention rates, which remain high and virtually unchanged from fiscal year 2010. Retention in the Coast Guard Reserve is at 88 percent for officers and 90 percent for enlisted personnel in fiscal year 2010. These retention rates indicate that once members join the Coast Guard Selected Reserve, they want to continue serving.

The 2010 National Defense Authorization Act, along with changes to DoD and Coast Guard policy, provide continued improvements in benefits for members of the Coast Guard Reserve. Authority was extended to the service secretaries to provide our dedicated reservists with legal assistance for an extended period of time following their release from mobilization orders, which assists them in resolving issues that may have occurred while they were deployed. Early TRICARE benefits increased from 90 days to 180 days, providing early access to TRICARE medical and dental care when members are notified of upcoming mobilizations, and thereby improving reservists' readiness. The new TRICARE Retired Reserve benefit will provide our retirees with health care options during the period where they do not yet qualify for TRICARE Reserve Select or TRICARE Standard at age 60.

Admiral Papp designated 2011 as the "Year of the Coast Guard Family," highlighting the Coast Guard's vision of having strong, resilient Active and Reserve component families capable of meeting the unique challenges associated with being a military family. I am happy to report that we have actively woven our Yellow Ribbon Program, as part of the DoD Yellow Ribbon Reintegration Program, into the Reserve deployment process. The program connects reservists and their families or designated others, with the resources they need to meet the unique challenges associated with deployment not only while deployed, but also before and after deployment. To date we have held numerous Coast Guard Yellow Ribbon events, participated in other services events and coordinated with other services to conduct more efficient and economical joint service events, with more scheduled in the coming months. The Coast Guard received one-time funding support from the DoD Yellow Ribbon Reintegration Program to establish and operate our Yellow Ribbon program through fiscal year 2012.

The 2008 National Defense Authorization Act authorized early retirement benefits for eligible reservists who serve on active duty during a period of war or national emergency, including active service under various sections of Title 10, and Title 32 in the case of National Guard reservists, for incidents or a National Special Security Event as designated by the Secretary of Homeland Security.

EMPLOYER SUPPORT/JOB SECURITY

The Coast Guard is actively engaged with Employer Support of the Guard and the Reserve (ESGR). Each year, the Coast Guard Reserve encourages reservists to nominate their employers for the Secretary of Defense Freedom Award. These efforts have resulted in a substantial increase in nominees over previous years.

NEXT STEPS

The Coast Guard has demonstrated its ability to prepare for and respond to a wide range of contingencies, including natural disasters and terrorist attacks, while executing more routine missions, such as maritime law enforcement and search and rescue. To continue to meet these challenges, the Coast Guard continuously examines best practices and takes steps to adapt. Under the RFRS organizational construct additional leadership opportunities were created for senior reservists (officer & enlisted), providing increased mentorship and training for junior personnel, and optimizing the placement of Full Time Support personnel.

Our experiences over the past year have clearly demonstrated the value of the Coast Guard Reserve Component in the defense and security of our nation not only in the homeland, but overseas. Our 8,100 Coast Guardsmen serving in the Reserve Component proudly continue to stand the watch, and remain Semper Paratus (Always Ready). On behalf of the men and women of the Coast Guard, thank you for your continued support of the Coast Guard and the Coast Guard Reserve.

Thank you for the opportunity to testify today. I look forward to your questions.

DOCUMENTS SUBMITTED FOR THE RECORD

JULY 27, 2011

STATEMENT BY

MR. DAVID L. MCGINNIS

**ACTING ASSISTANT SECRETARY OF DEFENSE FOR
RESERVE AFFAIRS**

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON PERSONNEL

FIRST SESSION, 112TH CONGRESS

ON

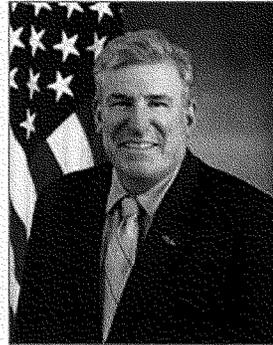
RESERVE COMPONENTS AS AN OPERATIONAL FORCE

JULY 27, 2011

Mr. David L. McGinnis
Acting Assistant Secretary of Defense for Reserve Affairs

David L. McGinnis currently serves as the acting Assistant Secretary of Defense for Reserve Affairs. He was sworn in as the Principal Deputy Assistant Secretary of Defense for Reserve Affairs on April 8, 2009.

In the two years immediately prior to this appointment Mr. McGinnis served as the Virginia Veterans Mental Health Coordinator and advisor to the Commissioner, Department of Mental Health, Mental Retardation and Substances Abuse Services. In this capacity he was instrumental in the establishment of Virginia's Wounded Warrior initiative as well as completing the initial assessment of Behavior Health needs among the Commonwealth's 130,000+ post 9/11 Veterans and their families. More recently he was included as the only state member of the Federal Partners Priority Working Group.



Since 2000, Mr. McGinnis has also provided an independent voice on Strategy, National Security policy, and Homeland Security. Throughout this period he remained a strong advocate for real transformation and the vital part that the National Guard and Reserve Forces play in the fundamental construct of our Common Defense. In this role he has responded regularly to requests for assistance from members of the Congress, non-profit think-tanks and the media. He also consulted occasionally, served as a senior associate with the Center for Strategic and International Studies and was an adjunct fellow with the American Security Project.

Mr. McGinnis was the senior fellow of the National Guard Association of the United States from 1997 to 2000. Prior to serving on the Association staff he served as Principal Director to the Deputy Assistant Secretary of Defense (Reserve Affairs) (Strategic Plans and Analysis) from 1993 to 1997. In his last military department assignment Mr. McGinnis was Director, Force Management for the Army National Guard from 1990 to 1993 and for the concluding eight months concurrently performed the duties of Deputy Director of the Army National Guard.

Following enlistment in the Regular Army and completion of Officer Candidate School Mr. McGinnis completed over 29 continuous years of service in all three components of the United States Army. He is a veteran of two tours in the Republic of Vietnam, as a Special Forces Officer and Infantry company commander, and had Cold War service in US Army Europe. His later military service gained him wide recognition as a force integrator and force manager.

The Combat Infantry Badge, the Navy Meritorious Unit Citation and the Air Force Commendation Medal stand out among his many military awards and decorations.

Mr. McGinnis is a Graduate of the Army War College. He resides with his wife Charlotte in Williamsburg, Virginia.

EXSUM

Chairman Wilson, Ranking Member Davis, and members of the subcommittee; I thank you for holding this hearing, and I welcome the opportunity to give you my perspective on what I perceive to be a roadmap to the future of your Reserve Components (RC).

After a decade of sustained engagement in combat operations, the Reserve Components of our Armed Forces have transformed, from a strategic force of last resort to a dependable operational force that provides full-spectrum capability to the Nation. Today there are over 90,000 National Guard and Reserve men and women on active duty around the world and at home, serving in missions ranging from combat in Afghanistan to defending the air space here in Washington, to humanitarian relief efforts in Japan.

In order to best utilize the nation's ten year investment in your Guard and Reserve Forces, they must be:

1. Accessible: Expansion of 12304 enables future planning for an era of persistent conflict where augmenting the AC force in specific missions can occur without an authority gap.
2. Used Judiciously: The RC are highly capable and possess many of the same capabilities as the AC, and have volunteered to serve at an incredible rate. Many of these individuals have the time and desire to serve more than the traditional standard for Guard and Reserve personnel; and the Department should find a way to leverage this willingness. In many cases, the Guard and Reserve forces should be the first choice for recurring or predictable missions within their capability, which will contribute to the sustainability of both the Active and Reserve Components. Putting in use rotational availability models allow for continued movement towards the Department objective of 1 year mobilization for 5 years dwell time for the RC.
3. Ready: Our RC forces need to continue to be maintained at the highest level of readiness, to include not only service member training and medical readiness, but also family and employer readiness. Our dedicated Guard and Reserve service members receive support in a holistic manner, and we have worked, through both the Yellow Ribbon Reintegration Program and the Employer Support of Guard & Reserve Programs to give access to community, state, and federal level assistance programs to service members and their support networks before, during and after deployments. This includes resilience training.

Programs like these that ensure support during a service member's continuum of service assists our Reserve Components in attracting the best and brightest to join. The Services have implemented recruiting, retention, and force shaping policies that you have authorized, and will achieve end strengths for FY11, which provide the RC with forces necessary to meet strategic demands and maintain dwell consistent with policy.

RC readiness also includes being able to work and train in quality facilities, and maintaining the current level of equipment that is available for training and preparation. Current funding for reset and maintenance of RC equipment comes out of Supplemental appropriations, but as we move away from dependence on these funds, it is important to include funding in base budgets to maintain and repair the equipment that is currently accessible to the RC.

Chairman Wilson, Ranking Member Davis, and members of the subcommittee; I thank you for holding this hearing, and I welcome the opportunity to give you my perspective on what I perceive to be a roadmap to the future of your Reserve Components (RC). The Congressional Armed Services Committees have always been very supportive of our National Guard and Reserve Forces. On behalf of those men and women, our Citizen Warriors, their families and employers, I want to thank you for all your help in providing for them as they have stepped up to answer the call to duty. We will do everything in our power to merit your continued support.

After a decade of sustained engagement in combat operations, the Reserve Components of our Armed Forces have transformed, from a strategic force of last resort to a dependable operational force that provides full-spectrum capability to the Nation. Repeated combat deployments, as well as peacekeeping and humanitarian relief missions, have produced an operationally resilient force that fully expects to be utilized on a periodic basis. This new force represents a ten-year investment in resourcing the nation's commitments and the personal sacrifice of service members, their families and employers. That investment can reliably provide the Department of Defense (DoD) with essential operational capabilities and strategic agility in a cost-effective manner well into the future. Good stewardship demands that we continue to capitalize on this investment in order to maintain Guard and Reserve readiness, relieve stress on the Active Component, and provide the widest array of force structure options in a resource constrained future.

An Indispensable Force:

Today there are over 90,000 National Guard and Reserve men and women on active duty around the world and at home, serving in missions ranging from combat in Afghanistan to defending the air space here in Washington. They serve alongside Regular component personnel, civilians and contractors. They are experienced; many having served multiple tours in combat and are now leading

people in combat. They are skilled; bringing many needed civilian skills to the military such as cyber, agriculture, law enforcement, and medical. We would not have been able to do what we have done over the past 10 years without them and I don't believe we can do what lies ahead of us without them.

There are three key fundamentals going forward for the RC. They must be accessible, they must be used judiciously to best advantage, and they must be ready.

Accessibility: With experienced, ready units and individuals, and the prospect of persistent conflict access to the RC in the future will be a key successful employment of the RC in the Total Force.

Proposed Change to 12304

Future planning envisions an era of persistent conflict where some type of RC activation authority will be required to augment the Active Component (AC) to maximize effectiveness and efficiency of the Total Force. At present, we have sufficient authority to mobilize RC forces for current operations. However, as directed (by the Senate Armed Services Committee report S. Rept. 111-201, page 138), we have analyzed our access authorities to support long term utilization of the RC as part of the operational force. We foresee an authority gap when the nation is faced with persistent demands on the Total Force but does not have specific named operational missions, a national emergency or war situation. This authority gap exists for some, but not all, of the full spectrum of military missions, including training, peacekeeping, and building partnership capacity, that our RC is specifically well suited to perform as a complementing part of the Total Force. Closure of this authority gap will help increase dwell for the Active Component while maintaining RC readiness and could be accomplished by the following:

In response to Congressional request and the request of the Services for “assured access” to the RC, we propose expanding the existing authority in title 10 United States Code section 12304, commonly referred to as the Presidential Reserve Call-up statute. Our proposal does not change the requirement for Presidential action to invoke the access authority, nor does it change the number of personnel affected or the frequency and duration of active duty. Our modification enables use of the existing statute for the full spectrum of military missions while adhering to the existing policy of no more than one year activated out of every six. The proposal also limits the number of reserve personnel who can be involuntarily activated for purposes other than an operational mission or threat or attack by terrorists or weapons of mass destruction. Our proposal includes a requirement for the Department to identify the manpower and associated costs of known RC utilization in the President’s budget justification materials, providing Congress final oversight on any implementation of the expanded authority to access the RC.

Judicious Use: With increased use comes an equal demand to make sure we use the RC judiciously and to best advantage. Every member of the RC has volunteered since 9/11 with the expectation that they will be judiciously used and given meaningful work to do. DoD and the Services should continue to meet this expectation.

The Reserve Components are highly capable and possess many of the same capabilities as the AC, but we have to be conscious of family and employment obligations. We believe that missions that are predictable can be accomplished on a rotational basis, and missions that are more enduring are best suited for the RC. We are encouraged by the inclusion of the RC in these models and believe it will reduce stress on the force overall, AC and RC, preserve readiness gains in the RC, provide a cost effective way to maintain Total Force capability, and preserve the all volunteer force.

Volunteerism: Every day for the past several years over 20,000 Reserve Component service members have served on active duty as volunteers. These individuals have the time and desire to serve more than the one weekend per month and two weeks per year that have long been considered standard for Guard and Reserve personnel. The Department is investigating methods to leverage this willingness to serve in order to fulfill the part-time and temporary demands of the Combatant Commands, major command headquarters, and the Defense agencies. One consideration is for DoD to create Reserve Component units staffed by personnel willing to volunteer to serve more frequently or for longer periods of time in order to support such tasks as Theater Security Cooperation, Building Partner Capacity, Homeland Defense, Defense Support to Civil Authorities, and the Services' institutional support missions.

This type of differential service commitment has been used successfully in high OPTEMPO units such as aviation for some time, but with the Reserve Component now playing a larger role in many ongoing mission areas, expanded utilization of differential service contracts would be useful. Such differentiation within the Reserve Component would provide an additional sourcing option for units, teams, and personnel for contingency operations or emergencies.

All Volunteer Total Force Policy

Dwell

The RC provides both operational capability and strategic depth in support of the national defense strategy. It is imperative that predictability in the use of RC forces be maximized. On January 17, 2007 the Secretary of Defense established planning objectives for involuntary mobilization of Guard and Reserve units at 1 year mobilized to 5 years dwell time (1:5). Today's global demands require a number of selected Guard/Reserve units to be remobilized sooner than this standard. The intention is that such exceptions will be temporary, and that we move to the broad application of 1:5 as soon as possible.

Reduce Stress

The processes by which roles and missions are assigned to the nation's Guard and Reserve forces should be characterized by a belief that those forces and individuals can, and in many cases should be, the first choice for recurring or predictable missions within their capability. Such strategic planning will provide more efficient and effective utilization of defense assets.

Assessing Departmental requirements in this fashion will also contribute to the sustainability of both the Active and Reserve Components. Utilizing the Guard and Reserve in this manner, to best advantage, increases the capacity of the Total Force and will reduce the burden on all forces by relieving active duty forces that would otherwise execute the mission, by increasing their dwell to deployment ratio and by sustaining that force for future use.

Rotational availability models in use today are essential to ensuring that the Guard and Reserve are trained and ready when needed. Using the Reserve Component on a rotational basis maintains their readiness and expands their availability and capabilities. The Services should continue to refine rotational availability models to achieve improved predictability for the Total Force in accordance with stated Department deployment to dwell objectives.

Realigning and Provisioning the Reserve Component as Part of the Operational Force**Re-aligning capabilities (High Demand/Low Density Missions)**

Balancing and aligning capabilities within and between components is an on-going process. In recent years, the Department has realigned over 180,000 positions and has plans to realign roughly another 120,000 over the coming years. The RC has been a full partner in this re-alignment, assuming roles in the missions that are currently in demand across the Department. The RC is well suited for roles and missions that are recurring and predictable, and the typically more permanent assignments of RC members lend themselves to missions that benefit from establishment of habitual relationships, long-

term planning and engagement. This approach also helps reduce stress on the active force while preserving readiness and capability within the Total Force.

The Army, Navy, Marine Corps and Air Force Reserve are currently adding or are planning to add capability to high demand, low density areas such as Civil Affairs, Intelligence, Cyber, Special Forces, and Military Police. These capabilities have been in high demand over the past 10 years, and all indications suggest they will continue to be in high demand in the future with Security Cooperation / Building Partner Capacity potentially moving to the forefront of Department missions. The RC is particularly well suited for these types of missions and capabilities.

Readiness

Readiness Requirements

One of my key priorities is to preserve the readiness gains made in the RC. These gains can be sustained by continued use of the RC as a rotational operational force. Periodic, predictable deployments will further enhance the RC's capabilities, maintain their readiness over time, add value to the Total Force and provide future capability and capacity.

To meet the full spectrum of DoD missions and maintain RC readiness gains, the RC needs to be appropriately resourced as requested in the FY 2012 budget to provide continued access to training equipment, facilities, ranges, and to be recapitalized with the same types of equipment and systems that reside in the AC.

Individual Member Readiness

At the most basic level, readiness starts with the service member. Our personnel receive the same individual and basic training as all military members, so we start out on equal footing. Our members also receive effective and efficient skill training matched to their mission. We are

continuously reviewing and adjusting these training requirements in order to make most efficient use of our traditional member's limited time during monthly unit training assemblies. Pre-mobilization training makes RC individuals and units as ready as any AC unit going into a deployment. However, now that the department depends on RC assets for many missions there is a need to be medically ready to serve in any operational capability; whether in an overseas contingency or locally in the homeland. Medical and dental readiness levels can be maintained with adequate funding, support, facilities, and alternative approaches.

Individual Medical Readiness

We continue to monitor the Individual Medical Readiness of the National Guard and Reserve to ensure availability of ready reserve component members for deployment, as it continues to be a priority for the Department. Additionally, as of the first quarter of FY 2011, the RC has a Fully Medically Ready rate of 63%, which is below the DoD goal of 80%. The lower RC Medically Ready rate is due to a significant number of members who are deemed Not Medically Ready (17%) for numerous reasons of which disqualifying dental condition is a principal factor. However, DoD is diligently working to make medical and dental services more available to RC members. Although we still need to improve, as of Q1FY11, all Components have met or exceeded the Dental Readiness goal of 75%, which will have a positive impact on overall medical readiness.

We support the Integrated Disability Evaluation System (IDES) to assess the fitness and care of wounded RC members ensuring they are appropriately identified and processed in a timely manner. We continue to support our RC wounded warriors enabling a swift return to their civilian lives.

Reserve Component End Strength

Meeting Reserve Component end strength objectives is a priority of the Department. The following table depicts the current prescribed and actual end strengths for the Reserve Components. The Department's Continuum of Service efforts have contributed to the six DoD Reserve Components remaining within the variance allowed for their Congressionally-mandated end strength objective. The Services have implemented recruiting, retention, and force shaping policies and programs to achieve end strengths for FY 2011. We appreciate the Congressional support of the FY 2011 end strength levels and the legislative initiatives that assist in recruiting and retaining Reserve Component service members. These end strengths will provide the Reserve Components with the forces necessary to meet strategic demands while maintaining a dwell consistent with Departmental policy.

| FY 11 Reserve Component End Strength Objectives | | |
|--|------------------|----------------------------|
| Service | Objective | Actual as of JAN 11 |
| Army National Guard | 358,200 | 363,995 |
| Army Reserve | 205,000 | 205,849 |
| Navy Reserve | 65,500 | 64,677 |
| Marine Corps Reserve | 39,600 | 39,949 |
| Air National Guard | 106,700 | 106,643 |
| Air Force Reserve | 71,200 | 70,359 |
| Total | 846,200 | 851,472 |

Of the end strength figures outlined above, there are service members in the training pipeline for the Reserve Components who are not immediately available for mobilization.

Recruit Operational Ready Reserve Strength

Thus far, for 2011, Reserve recruiting efforts show continued success. Through January, all Reserve Services have met or exceeded both quantity and recruit quality objectives. Notably, for the third year in a row, the Reserve Components exceeded the DoD Benchmark of 90 percent of new recruits being High School Diploma Graduates, with 93% of Reserve Component recruits holding that credential.

Reserve Component Enlisted YTD Accessions (through JAN 2011)

| Reserve Enlisted Recruiting Through Jan FY 2011 | Quantity | | | Quality | | | | | | |
|---|---------------|---------------|-----------------|---|--|---|------------|---|-----------|---|
| | Goal | Accessions | Percent of Goal | % High School Diploma Graduate (HSDG); <i>DoD Benchmark ≥ 90 percent</i> | % Scoring at / above 50th Percentile on Armed Forces Qualification; <i>DoD Benchmark ≥ 60 percent</i> | % Scoring at / below 30th Percentile on Armed Forces Qualification; <i>DoD Benchmark ≤ 4 percent</i> | | | | |
| | | | | | | | | | | |
| ARNG | 17,828 | 18,641 | 105% | G | 90% | G | 71% | G | 1% | G |
| USAR | 9,225 | 10,149 | 110% | G | 95% | G | 74% | G | 2% | G |
| USNR | 2,581 | 2,581 | 100% | G | 97% | G | 79% | G | 0% | G |
| USMCR | 3,187 | 3,672 | 115% | G | 100% | G | 76% | G | 0% | G |
| ANG | 2,198 | 2,198 | 100% | G | 90% | G | 82% | G | 0% | G |
| USAFR | 3,024 | 3,038 | 100% | G | 100% | G | 76% | G | 0% | G |
| DoD Total | 38,043 | 40,279 | 106% | | 93% | | 73% | | 1% | |

It is important that we have a military that reflects the society it defends, both in the enlisted ranks and our commissioned officers. This is particularly important as less than 1 percent of the American public serves in uniform. To that end, we are pleased that some of our most prestigious colleges and universities are now re-thinking their previous positions with regard to ROTC programs.

This will provide more opportunities for college students to think about seeking commissions in the U.S. military.

We continually review our recruiting programs to align funding and policies with current realities. Each of the Services has made significant adjustments to recruiting programs in light of our austere fiscal environment, and continues to look for additional cost savings -- but we must be cautious and resist the temptation to cut too deeply and too fast. Stable adequate investments in recruiting resources are necessary to maintain long term success. Although enlistment incentives can be adjusted quickly to meet market fluctuations and force management needs, history has shown that the time required to redeploy advertising/marketing campaigns and/or qualified recruiters is significant. I cannot emphasize this imperative enough.

The Montgomery GI Bill - Selected Reserve (MGIB-SR) has been a cornerstone of our military recruiting efforts since 1985, and a major contributor to the success of the All-Volunteer Force. We are now in the second year of the new Post-9/11 GI Bill, the most extensive restructuring of post-service education benefits since the introduction of the original World War II GI Bill. The Post-9/11 GI Bill appears to enhance our recruiting efforts even more. We hope that the provision in the new program that allows career Service members to transfer their unused GI Bill benefits to immediate family members, long requested by both members and their families, will prove widely beneficial. Although full utilization data is not yet complete, early results look favorable. For example, through FY 2009, the VA has received and processed over 578,000 enrollment certifications and 237,000 changes to enrollments for Veterans attending school under the Post-9/11 GI Bill. In 2010, the VA was able to increase its daily completions of PGIB enrollment certifications from an average of 1,800 per day during October to nearly 7,000 per day.

As indicated earlier, the benefit may be transferred to the member's dependents. As of April 2010, a total of 240,888 dependents have been identified for transfer (based on applications submitted

by service members) since the program began accepting applications in June 2009. The potential transfer population includes spouses, children, stepchildren, and pre-adoptive children. As of February 2011, approximately 181,144 Post 9/11 GI Bill transfer applications submitted by Service members have been approved by their respective Service component.

On January 4, 2011, the President signed the Post-9/11 Veterans Educational Assistance Improvements Act of 2010 - providing additional benefit options that include the eligibility of National Guard and Reserve members who were inadvertently omitted from the original Bill, vocational and other non-college degree training, and living stipends for those enrolled in distance learning programs. This makes the Post 9/11 GI bill the most comprehensive educational benefit in our nation's history, making it an appropriate benefit for our service men and women supporting the on-going overseas contingency operations.

Training and Recruiting the Reserve Component as Part of the Operational Force

Initial / Individual Training / Skills Training

The Reserve Components are working with the Services to ensure that training institutions and facilities are resourced to meet the needs of the total force, with resident, nonresident or distance learning, to include RC personnel. Much improvement has occurred in this direction, but we will continue to monitor implementation until institutionalized.

Regional Integrated Training Environment (RITE)

The Regional Integrated Training Environment concept is a joint initiative that identifies and matches Service training requirements to a network of local training facilities and resources. Still in the formative stages, the purpose of the RITE initiative is to help sustain the Total Force readiness posture,

and surge capability as determined by Service rotational readiness models while reducing overhead training costs. This is done through innovative management of facilities, existing training assets, simulators and Joint Live, Virtual, Constructive capability, pools of shared equipment, and coordination through a web-based visibility/scheduling system. As the concept matures, collaboration will expand with key internal and external DoD stakeholders.

Innovative Readiness Training (IRT)

The IRT Program is an outstanding volunteer training opportunity for our National Guard and Reserves. IRT's focus is to provide varied and challenging training opportunities that exercise the Mission Essential Task List (METL) requirements of combat support and combat service support units and individuals. Each year new training opportunities are presented by federal, state or local government agencies or non-profits to the Services. Military units are provided METL training in a realistic, hands-on setting while providing quality services to underserved communities throughout the nation. Examples of IRT activities include infrastructure development, constructing rural roads and runways, small building and warehouse construction; and providing medical and dental care to medically underserved communities. These opportunities result in interoperability and readiness training, ensuring our Nation always has a fully capable National Guard and Reserve.

Training and Intelligence

The Defense Intelligence Agency (DIA) led the Joint Reserve Intelligence Program (JRIP) to restructure 398,000 square feet of classified workspace and 4,035 workstations in 28 sites throughout the United States. These sites enable drilling reservists to provide real world operational support to the COCOMs, Combat Support Agencies and Service Intelligence Centers, concurrently enabling training to be supplanted by real word intelligence support, the highest possible form of training. In FY 2010, the

JRIP averaged over 4,500 people per month using just one of the 28 sites. COCOM support was further enhanced by the infusion of \$11M of DIA - man-day funding and \$16M of COCOM/Service man-day funding for duty at the JRIP sites. These efforts resulted in even greater savings in reduced travel and per diem costs, coupled with improved quality of life for Reserve Component members by serving in their local region.

Equipment Procurement, Reset

Unlike other areas of the Defense budget, there currently is no Reserve-specific appropriation for equipment that mirrors the Active force. The RC relies on the Active procurement account and Congressional action in the National Guard and Reserve Equipment Appropriation (NGREA). Yet it is usually difficult to determine how much of the Active procurement appropriation is specifically intended for the Reserve components and tracking subsequent execution. We currently use the Equipment Delivery Report to help us follow the money from appropriation to delivery. At that point the DoD Directives should ensure equipment movement between the Reserve and Active are appropriately documented. Full transparency and accountability can only be achieved through a full life cycle, enterprise approach to Reserve equipping. The life cycle includes requirements determination, budget requests, appropriation, purchase, and delivery of hundreds of thousands of pieces of equipment. Plans to return borrowed RC equipment are included as key deliverables in this process. All Services have made tremendous strides in coming together to equip the Total Force.

Line Item P-1R

The P-1R is the Reserve Component allotment of the overall DoD Procurement Program (P-1). Congress requires each P-1 budget submitted by the President to Congress to specify amounts requested for procurement of equipment for the National Guard and Reserve Components. However, the P-1R has

historically been treated as a non-binding projected subset of the service Procurement Programs. To achieve Congressional and DoD mandated transparency, the Services should develop comprehensive and accurate projected funding and equipment quantities in the P-1R and include this as a separate budget line in their request.

Resetting

Currently, funding for reset of equipment returning from theatre for the Guard and Reserve comes from a supplemental appropriation. As we prepare to move away from reliance on these supplemental funds, it is important to have a continued source of funding built into the budget for RC equipment reset. It is critical that the Guard & Reserves are able to continue to train on high quality equipment for which funds have already been allocated.

Military Construction

There is a direct correlation between readiness and facilities, particularly in the Reserve component. The move from a Strategic Reserve to an Operational Reserve doesn't change the fact that we owe our Guard and Reserve members quality facilities in which to work and train. The combined FY 2012 RC Military Construction (MILCON) program request of \$1.2B is less than last year's request; however, it will help alleviate some of their most urgent facility deficiencies. Despite Congress' generous RC MILCON appropriations in the past, future fiscal realities suggest that future budgets will decline. Therefore, we must approach future construction with the intent to exploit joint use military construction projects as much as possible. We are currently leading an effort to revise current DoD guidance that will facilitate smarter consolidation and joint use of RC facilities.

Family and Employer Readiness**Family**

Prepared and resilient family members are a vital support system for each service member. Our dedicated military men and women require support in a holistic manner. Support for our service members should come from both the Federal and State levels and this support needs to include well-established family support programs. Since 9/11, over 802,000 Guard and Reserve members have mobilized resulting in America's most experienced, best-trained, best-equipped Reserve component ever. To sustain this force, we need continued support for the families of those in uniform, and their employers. We are working aggressively to sustain continued community support from neighbors, relatives, churches, local businesses and state-based Federal programs--such as those from Department of Labor, Small Business Administration and Veterans Affairs.

Reserve Affairs is also pleased that the *Presidential Report on Strengthening Our Military Families* highlighted a program for implementing a one-stop resource to handle state-wide military family issues using *Inter-Service Family Assistance Committees (ISFACs)*. These locally-based committees work to build community capacity and strengthen networks of support. DoD has built on these grassroots efforts to benefit geographically dispersed Active, Guard, or Reserve service members and families utilizing the Yellow Ribbon Reintegration Program (YRRP).

Throughout a service member's continuum of service, YRRP strives to put in place a viable support system. A coordinated network of support with defined processes serves the needs of military families in geographic locations closest to where they reside. The work to strengthen and support military families is never complete and DoD continually strives to identify gaps in our support and to link appropriate resources from all stakeholders. It is important to note that Yellow Ribbon Reintegration Program is not a "war time only" requirement, but must remain an enduring mission to ensure the continued resilience of service members and their families.

Employer

Employer Support of the Guard and Reserve (ESGR) engagement has grown significantly in recent years. The vision is, “to develop and promote a culture in which all American employers support and value the military service of their employees with ESGR as the principal advocate within DoD.” ESGR has a footprint in all 50 States, U.S. Territories, and DC with over 4,700 volunteers assisting employers and service members on a daily basis. In striving to enhance employer support, ESGR relies on recognition programs where employers are recognized for outstanding support of Guard and Reserve service members and their families. One example is the Secretary of Defense Employer Support Freedom Award, where 15 employers are honored for their outstanding support of Guard and Reserve members and their families annually during September at the Reagan Center in Washington, D.C. In this current year 4,049 employers were nominated by service members or their families. This is an increase from the 2,470 that were nominated in FY 10. With current ongoing global operations, combat-related and humanitarian, the support of employers and families has never been more critical to our national defense. The data in the following table shows the improving trend of some of ESGR’s programs and activities over the last three fiscal years:

| ESGR BY THE NUMBERS | | | |
|----------------------------|--------------------------|--------------------------------|--------------------------------|
| | Employers Briefed | Service Members Briefed | Volunteer Hours |
| FY 08 | 148,463 | 341,953 | 234,081 |
| FY 09 | 162,489 | 443,833 | 232,882 |
| FY 10 | 164,218 | 495,774 | 245,369 |
| | USERRA Cases | Cases Resolved | Average Days to Mediate |
| FY 08 | 2,664 | 1,899 = 71.3% | 14.22 |
| FY 09 | 2,475 | 1,980 = 80.1% | 9.83 |
| FY 10 | 3,202 | 2,703 = 84.4% | 10.27 |

Despite all of the good work already accomplished by ESGR members, I believe more must be done. Formed in 2010, the Family and Employer Programs and Policy (FEPP) office within the Office of the Secretary of Defense for Reserve Affairs aligns ESGR, the Yellow Ribbon Reintegration Program and Family Support Office under one directorate to ensure we are working together to create synergy and realize efficiencies for the service members and families served by YRRP, ESGR and Family Programs' missions. In FY 11, ESGR placed additional emphasis on the employment of service members and now assists them throughout the entire employment cycle.

One of the greatest challenges facing our nation is unemployment and underemployment, and these related problems are severe for those in the Guard and Reserve, or for those leaving active military service. Whether they are Soldiers, Sailors, Airmen, Coast Guardsmen or Marines completing active duty, or members of the Guard and Reserve returning from deployment, many of these great men and women return home to an uncertain future because of the challenging job market.

The promise of a secure job provides service members and their families with stability and peace of mind. The December 2009 Status of Forces Survey of Reserve Component members indicated that service members across six of the seven Reserve Components (Coast Guard Reserve not included) self-reported a 12% unemployment rate. The highest unemployment rate across all components was 22% among junior enlisted troops in the rank of E1 - E4. As this data is self-reported, many of these younger troops are likely to be students. The total number of respondents were 20,238 (from an estimated population of 822K) RC service members.

The current employment challenges led to the implementation of the Employment Initiatives Program (EIP). EIP is now ESGR's highest priority and is an outgrowth of ESGR's existing outreach programs already in place, with a focus on employment. The overall intent of EIP is to take full advantage of all ESGR, Yellow Ribbon, and Family Programs, in partnership with public and private entities, to enhance employment opportunities for service members and their families, especially

focusing on those completing active duty tours and our Wounded Warriors. During FY 10, ESGR conducted several Pilot Programs to determine the activities and best practices to support the EIP. Some examples include but are not limited to: Job Fairs, Transition Assistance Programs, Strategic Partnering at the State and Local levels.

The EIP will assist our Citizen Warriors and at the same time it will help those American businesses that are looking for employees possessing skill-sets, integrity and vast experience resident in the U.S. Military.

Resilience Training & Preparation

Yellow Ribbon - Understand Psychology of Military Service Family Programs

The objective of the YRRP is to ensure the readiness and well-being of National Guard and Reserve service members and their families by providing dynamic events, information, services, referrals, and proactive outreach opportunities throughout the entire deployment cycle. Resiliency is a priority of the YRRP mission. Since its inception in 2008, there has been an ever increasing focus on resiliency building and training for the National Guard and Reserve forces. In response to growing awareness regarding the connection between post-traumatic stress (PTS), substance abuse, criminal activity or suicide and “bounce back” ability, Reserve Component members and their families are being offered training to enhance their resiliency skills.

As part of the YRRP, services and information that foster resiliency are provided at the pre-deployment, during deployment, and the 30, 60, 90 day post-deployment events. The Yellow Ribbon Reintegration Program implemented a Cadre of Speakers program, hiring facilitators who specialize in resiliency training and who are available to YRRP event planners across the country. These facilitators also work with Military and Family Life Counselors and chaplains to provide critical support around

resilience issues at YRRP events, ensuring individual assistance is available for each family or service member as required.

Additionally, other sessions and resources focus on marriage and children, substance abuse awareness, financial counseling, anger management, employment assistance and Department of Veterans Affairs' information regarding benefits and medical care eligibility. To find an event or additional resources, an RC member, commander, planner, or family member can access information at <http://www.yellowribbon.mil/>.

Resilience and Suicide Prevention

Suicide prevention is a very important issue for Reserve Affairs. The loss of even one life to suicide is heartbreaking and has a profound impact on both the unit and the family members left behind. As noted by the DoD Task Force on the Prevention of Suicide by Members of the Armed Forces, many factors contribute to the military suicide rate. One factor relates to leadership. Each Service acknowledges the important role those leaders, both Officers and NCOs play in building resiliency among those under their command. In 2010, there were a total of 294 active duty service members (including 26 active Reserve) who committed suicide, which is down from 310 in 2009. However, among our non-active National Guard and Reserve, there were an additional 178 suicides in 2010. For the Army National Guard, this was a doubling of their suicide rate from 2009. The Services, along with Reserve Affairs, have taken these rates very seriously and have committed resources to significantly reduce this trend. The National Guard currently has a Director of Psychological Health in each of our 54 states and territories who acts as the focal point for coordinating the psychological support for Guard members and their families. Additionally, Reserve Affairs has established a Stakeholder Core Group whose mission is to address suicide prevention, intervention, post-vention and surveillance issues across

all of the RC. Reserve Affairs has also included training materials on resiliency for Yellow Ribbon Reintegration Program events.

DoD Youth Outreach Programs

STARBASE

I continue to support the President's education agenda through two youth outreach programs in order to achieve our national security objectives; the DoD STARBASE and National Guard Youth Challenge programs.

The President has stated that it has never been more important for young Americans to be proficient in science and mathematics and he made enhancing the learning of science and math a national priority. The DoD STARBASE program provides elementary and secondary school students with real-world applications of science, technology, engineering and math through heuristic learning, simulations and experiments. The strength of the Program lies in the three-way partnership between the military, the local communities and the school districts. Senior military leaders such as Admiral Roughead agree that the DoD STARBASE Program is a productive investment in the future of our youth, building and enlarging the talented recruits we need.

The FY12 budget allows the Program to serve over 65,000 students from approximately 1200 schools and 350 school districts which includes schools from American Indian communities in Mississippi, Oklahoma and South Dakota. Over 605,000 youths have attended the program and pre and post testing shows a significant improvement in student's understanding and interest in math and science and in pursuing further education. Currently, there are 60 DoD STARBASE Program sites on military facilities in 34 states, the District of Columbia and Puerto Rico.

National Guard Youth Challenge Program

The President has also addressed the high school dropout crisis. My staff and I have been working with the Office of Management and Budget to challenge states, industries and non-profits to invest in intervention programs like the National Guard Youth Challenge Program. I am also working with General McKinley, Chief of the National Guard Bureau, to provide oversight and management of the Program by collaborating with Governors to eliminate state resident issues; and to ensure every qualified high school dropout has an opportunity to attend the program. The Challenge program is currently operating in 27 states and Puerto Rico. Its goal is to improve the education, life skills and employment potential of America's high school dropouts. We provide quasi-military based training, supervised work experience to advance the program's core components. The core components include obtaining a high school diploma or equivalent, developing leadership, citizenship, life coping and job skills and improving physical fitness, health and hygiene. Since the program's inception over 100,000 students have successfully graduated from the program. The average cost per Challenge student is approximately \$16,000. The FY12 budget will support increasing annual enrollment and/or start up new programs in states that have the fiscal resources to match the cost-share funding requirements and to sustain the program's viability in states that have budget limitations.

These two successful DoD youth outreach programs provide the Department a unique connection to the American public and working with our most valued resource – our young people.

Conclusion

The National Guard and Reserve continue to be a mission-ready critical element of our National Security Strategy. The requirement for our Reserve components has not, and should not lessen. Our Reserve components must continue their expanded role as an Operational Reserve in all facets of the Total Force. To lose the training, experience and integration of the Reserve components by relegating them to a strategic reserve would squander a resource we can't afford to waste. The nation continues to call and the Reserve components continue to answer that call. But in answering that call, we shouldn't lose sight of the need to balance their commitment to country with their commitment to family and civilian employers. That is why: relieving stress on the force is absolutely essential; utilizing our Guard and Reserve as a component of the Total Force is so crucial; and continuing to train and equip the RC to maintain our investment and experience is so critical. Predictability will enable our families to build resiliency, as well as foster understanding with our employers. The path forward will not be easy, but together with support of legislative proposals mentioned above we can ensure an operational, trained and fully prepared Reserve component. I have included in the following annexes multi-year (2010-2012) funding levels and justifications for programs within my jurisdiction and oversight that will enable the Reserve Components to achieve these goals. Thank you very much for this opportunity to testify on behalf of our great Guard and Reserve force.

ANNEX A**Employer Support of the Guard and Reserve (ESGR):**

The ESGR program develops and promotes a culture in which American employers support and value the military service of their employees with ESGR as the principal advocate within DoD. ESGR does so by developing and promoting employer support of the Guard and Reserve service by advocating relevant initiatives, recognizing outstanding support, increasing awareness of applicable laws, and resolving conflict between employers and service members. ESGR operates in every state and territory through a grass-roots network of over 4,700 volunteers and approximately 200 support staff members.

The ESGR national employer outreach programs increase employer awareness of their rights and responsibilities under the Uniformed Services Employment and Reemployment Rights Act (USERRA) and emphasize employers' important contributions to the defense of the nation through their support of their Guard and Reserve employees. ESGR provides authoritative advice and counsel to the Service staffs, Guard and Reserve Component Chiefs, and DoD civilian leadership in the development of instructions, policies, and legislation concerning employer relations programs.

ESGR Funding levels:

| | | |
|---------|---------|---------|
| FY 2010 | FY 2011 | FY 2012 |
| \$23.2M | \$22.6M | \$20.4M |

Justification for funding level changes: FY-11 to FY-12 decrease due to efficiencies identified in Zero Base Review.

Yellow Ribbon Reintegration Program (YRRP) Headquarters Office:

The YRRP is a national combat veteran reintegration program that provides support and outreach to National Guard and Reserve members throughout the deployment cycle. The YRRP is an overarching program, encompassing all phases of the deployment cycle. However, each of the Service's Reserve Components, (Army National Guard, Army Reserve, Navy Reserve, Marine Corps Reserve, Air National Guard, Air Force Reserve and Coast Guard), currently implement Service specific programs to meet the intent and requirement of the legislated program held in each state and territory. DoD is working with all Services to create a standardized Yellow Ribbon Program that will combine the best practices of each Service to aid members and their Families to the maximum extent possible. The Yellow Ribbon Program will provide support services to commanders, Service members, and Families as close as possible to the Service member's residence.

The Under Secretary of Defense for Personnel and Readiness, (USD (P&R)), has oversight of the Yellow Ribbon Program. In FY 2011, the Yellow Ribbon Reintegration Program (YRRP) Office has transferred to the DHRA for administrative control.

YRRP Funding levels:

| | | |
|---------|---------|---------|
| FY 2010 | FY 2011 | FY 2012 |
| \$12.9M | \$24.6M | \$26.6M |

Justification for funding level changes: Increases due to initial program implementation and inflation. Note that YRRP funding decreases to zero in FY 2013; POM reprogramming Issue Paper submitted to maintain YRRP as a fully funded program of record.

ANNEX B**Civil Military Programs**

The DoD Civil Military Programs are managed by the Assistant Secretary of Defense for Reserve Affairs and encompass outreach/service programs identified as: 1) the National Guard ChalleNGe Program authorized under 32 U.S.C. 509; 2) the DoD Innovative Readiness Training Program authorized under 10 U.S.C. 2012; and 3) the DoD STARBASE Program currently authorized under 10 U.S.C. 2193.

National Guard Youth ChalleNGe Program:

This program is managed by the Assistant Secretary of Defense, Reserve Affairs, and administered by the National Guard Bureau through cooperative agreements with the states. The National Guard Youth Challenge Program provides OSD an opportunity to work with state and local governments to engage our nation's youth and provide approximately 20 percent of the total annual graduates (2,000 program graduates annually) an opportunity to join the military.

The goal of this program is to improve the life skills and employment potential of participants by providing military-based training and supervised work experience, together with the core program components of assisting participants in attaining a high school diploma or its equivalent, leadership development, promoting fellowship and community service, developing life coping skills as well as job skills, and improving physical fitness, health and hygiene. The amount of DoD funds provided may not exceed 75 percent of the costs of operating a Youth Challenge program. It is currently operating in 27 states and one territory. The eighteen-month program consists of a 22-week residential phase that includes a two-week pre-ChalleNGe phase and a 12-month post-residential phase.

NGYCP Funding Levels

| | | |
|----------|----------|----------|
| FY 2010 | FY 2011 | FY 2012 |
| \$105.7M | \$115.0M | \$120.0M |

Innovative Readiness Training (IRT) Program:

The IRT is managed by the Assistant Secretary of Defense, Reserve Affairs. IRT contributes directly to military readiness and provides outstanding and realistic combat support and combat service support training in a multi-service environment for National Guard and Reserve members. It also provides a critical link between the military and underserved civilian communities.

This pre and post-deployment readiness training (engineering, health care, diving and transportation) provides hands on mission essential training while simultaneously providing renewal of infrastructure improvements and health care to underserved communities throughout the United States and in US territories. The program provides unique training opportunities that are seldom available under any conditions other than combat. Previous projects have included road construction in rural Alaska, health care to Native Americans in the Southwest, and for the first time since 1938, Navy and Army divers raised a sunken submarine in Providence, Rhode Island.

IRT Funding Levels

| | | |
|---------|---------|---------|
| FY 2010 | FY 2011 | FY 2012 |
| \$22.5M | \$20.0M | \$20.0M |

DoD STARBASE Program:

This program is managed by the Assistant Secretary of Defense, Reserve Affairs, and operated by the military services. The program is designed to raise the interest and improve knowledge and skills of students in kindergarten through twelfth grade in science, technology, engineering and mathematics (STEM). The program targets "at risk" (minority and low socio-economic) students and utilizes instruction modules specifically designed to meet specific STEM objectives.

The elementary school program is currently designed to reach students at the fifth grade level that are underrepresented in the STEM areas of study and careers. Students are engaged through an inquiry-based curriculum with "hands-on, minds-on" experiential activities. Students apply Newton's laws and Bernoulli's principles as they study the wonders of space and the properties of matter. Technology and its problem-solving techniques are utilized with computers in experiments, in design of all terrain and space vehicles. Math is embedded throughout the curriculum and teamwork and goal setting are a constant theme as students work together to explore, explain, elaborate and evaluate concepts.

In partnership with local school districts, the middle school and high school program is an afterschool STEM mentoring program that combines STEM activities with a relationship-rich, school-based environment to provide the missing link for at-risk youth making the transition from elementary to middle school, and from middle school to high school. It extends the positive impact of STARBASE through a team mentoring approach, which solidifies students' attachment to, and engagement with, school. Mentoring clubs are expected to meet no less than four hours per month.

The DoD STARBASE Program is a productive investment in the future of our youth and will help build and enlarge the talent pool of potential workers needed to support the DoD workforce consisting of civilian and military personnel. The program currently operates on Air Force, Air National Guard, Air Force Reserve, Navy, Navy Reserve, and Marine Corps military installations and facilities at 60 locations in 34 states, District of Columbia and Puerto Rico.

STARBASE Funding Levels

| FY 2010 | FY 2011 | FY 2012 |
|---------|---------|---------|
| \$20.6M | \$20.0M | \$19.0M |

ANNEX C**Reserve Component Baseline and Overseas Contingency Operations Funding**

While I do not have jurisdiction over the Reserve Component budget, I do have oversight. My staff monitors and seeks adjustments during the budget formulation process. These tables represent the RC Baseline and OCO funding profiles for FY 2010-FY2012.

BASELINE Funding Profile (\$K)
(as of FY12 PB)

| Appropriation | | 2010 | 2011 | 2012 |
|---------------|--------------------|----------------------|----------------------|----------------------|
| Army Res | Reserve Pers, Army | \$ 4,980,793 | \$ 5,024,220 | \$ 5,090,244 |
| | O&M, Army Res | \$ 2,617,469 | \$ 2,614,204 | \$ 3,109,176 |
| | MilCon, Army Res | \$ 431,566 | \$ 431,566 | \$ 280,549 |
| | Proc, Army Active | \$ 1,495,631 | \$ 1,105,483 | \$ 693,047 |
| | Total | \$ 9,525,459 | \$ 9,175,473 | \$ 9,173,016 |
| Navy Res | Reserve Pers, Navy | \$ 2,141,539 | \$ 2,150,885 | \$ 2,197,131 |
| | O&M, Navy Res | \$ 1,268,181 | \$ 1,272,099 | \$ 1,323,134 |
| | MilCon, Navy Res | \$ 125,874 | \$ 125,874 | \$ 26,299 |
| | Proc, Navy Active | \$ 177,489 | \$ 68,804 | \$ 163,314 |
| | Total | \$ 3,713,083 | \$ 3,617,662 | \$ 3,709,878 |
| MC Res | Reserve Pers, MC | \$ 740,131 | \$ 745,615 | \$ 787,923 |
| | O&M, MC Res | \$ 223,053 | \$ 222,894 | \$ 271,443 |
| | Total | \$ 963,184 | \$ 968,509 | \$ 1,059,366 |
| AF Res | Reserve Pers, AF | \$ 1,802,893 | \$ 1,829,456 | \$ 1,968,553 |
| | O&M, AF Res | \$ 3,065,347 | \$ 3,127,262 | \$ 3,274,359 |
| | MilCon, AF Res | \$ 112,269 | \$ 112,269 | \$ 33,620 |
| | Proc, AF Active | \$ 170,967 | \$ 108,157 | \$ 147,653 |
| | Total | \$ 5,151,476 | \$ 5,177,144 | \$ 5,424,185 |
| Army NG | NG Pers, Army | \$ 8,959,914 | \$ 8,800,675 | \$ 8,861,018 |
| | O&M, ARNG | \$ 6,256,678 | \$ 6,184,928 | \$ 7,041,432 |
| | MilCon, ARNG | \$ 582,056 | \$ 549,056 | \$ 773,592 |
| | Proc, Army Active | \$ 3,264,337 | \$ 3,557,806 | \$ 3,424,869 |
| | Total | \$ 19,062,985 | \$ 19,092,465 | \$ 20,100,911 |
| AF NG | NG Pers, AF | \$ 3,410,767 | \$ 3,325,311 | \$ 3,495,525 |
| | O&M, ANG | \$ 5,846,129 | \$ 5,874,853 | \$ 6,136,280 |
| | MilCon, ANG | \$ 371,226 | \$ 364,226 | \$ 116,246 |
| | Proc, AF Active | \$ 591,319 | \$ 661,750 | \$ 291,984 |
| | Total | \$ 10,219,441 | \$ 10,226,140 | \$ 10,040,035 |

Notes:

1. All data (except FY10 Procurement) reflects BASELINE funding only; FY10 Procurement includes OCO
2. Military Personnel accounts include Medicare Eligible Retiree Health Fund Contribution (MERHFC)
3. Sources of data: Comptroller Information System (CIS) and DoD Resources Data Warehouse

OCO Funding Profile (\$K)
(as of FY12 PB)

| Appropriation | | 2010 | 2011 | 2012 |
|---------------|--------------------|---------------------|---------------------|---------------------|
| Army Res | Reserve Pers, Army | \$ 293,137 | \$ 298,367 | \$ 207,162 |
| | O&M, Army Res | \$ 234,316 | \$ 241,803 | \$ 217,500 |
| | Proc, Army Active | | \$ 580,649 | \$ 83,685 |
| | Total | \$ 527,453 | \$ 1,120,819 | \$ 508,347 |
| Navy Res | Reserve Pers, Navy | \$ 37,040 | \$ 39,450 | \$ 44,530 |
| | O&M, Navy Res | \$ 143,927 | \$ 137,407 | \$ 74,148 |
| | Proc, Navy Active | | \$ 29,706 | \$ 39,609 |
| | Total | \$ 180,967 | \$ 206,563 | \$ 158,287 |
| MC Res | Reserve Pers, MC | \$ 66,095 | \$ 63,104 | \$ 25,421 |
| | O&M, MC Res | \$ 86,524 | \$ 87,450 | \$ 36,084 |
| | Total | \$ 152,619 | \$ 150,554 | \$ 61,505 |
| AF Res | Reserve Pers, AF | \$ 21,114 | \$ 21,003 | \$ 26,815 |
| | O&M, AF Res | \$ 249,964 | \$ 239,289 | \$ 142,050 |
| | Proc, AF Active | | \$ - | \$ - |
| | Total | \$ 271,078 | \$ 260,292 | \$ 168,865 |
| Army NG | NG Pers, Army | \$ 843,219 | \$ 855,294 | \$ 661,879 |
| | O&M, ARNG | \$ 462,359 | \$ 487,033 | \$ 387,544 |
| | Proc, Army Active | | \$ 407,121 | \$ 156,754 |
| | Total | \$ 1,305,578 | \$ 1,749,448 | \$ 1,206,177 |
| AF NG | NG Pers, AF | \$ 9,500 | \$ 9,500 | \$ 9,435 |
| | O&M, ANG | \$ 218,030 | \$ 475,655 | \$ 34,050 |
| | Proc, AF Active | | \$ - | \$ - |
| | Total | \$ 227,530 | \$ 485,155 | \$ 43,485 |

Notes:

1. All data reflects OCO funding only; FY10 Procurement OCO data is included on BASELINE profile
2. Sources of data: Comptroller Information System (CIS) and DoD Resources Data Warehouse

**WITNESS RESPONSES TO QUESTIONS ASKED DURING
THE HEARING**

JULY 27, 2011

RESPONSE TO QUESTION SUBMITTED BY MS. BORDALLO

General CARPENTER. A resolution addressing this issue is expected to be complete by 1 October 2011. The ARNG has worked closely with the HQDA DCS G-1 on this issue since its inception.

The Military Advisory Panel to the Per Diem Travel and Transportation Allowance Committee is expected to vote in favor of changing the Joint Force Travel Regulation (JFTR) to allow for the reimbursement of Guam National Guardsmen travel expenses. A memo dated 6 September, 2011 was issued by the Per Diem Travel and Transportation Allowance Committee which allows for payment of transportation costs for OCONUS Inactive Duty for Training (IDT). These changes are scheduled to appear in JFTR change 299, dated 1 November 2011. This determination became effective on 6 September 2011.

The change will reduce the JFTR IDT commuting distance from 150 miles to 50–75 miles for non-contiguous States and U.S. territories. The JFTR change will require that the Soldier be in a shortage MOS as per initial discussions on this matter. This change to the JFTR will be approved and signed by Mr. Retherford, Deputy Assistant Secretary of the Army (Military Personnel) prior to the end of September. It will be officially added to the JFTR within 1–2 weeks after he has signed and approved the change.

Guam Army National Guard Soldiers living less than 150 miles from their duty station in a shortage MOS will then be allowed reimbursement for travel expenses related to IDT. [See page 21.]

QUESTIONS SUBMITTED BY MEMBERS POST HEARING

JULY 27, 2011

QUESTIONS SUBMITTED BY MR. WILSON

Mr. WILSON. The use of an operational Reserve post current contingency operations in Iraq and Afghanistan will certainly require an increased commitment by service members and their families. Some members may prefer to continue to serve as a traditional Selected Reserve member, one weekend a month and 2 weeks in the summer, and others may want to commit to a more robust mobilization schedule. How do you plan to accommodate for the different levels of commitment?

General MCKINLEY. The "one weekend per month and two weeks in the summer" model as the sole experience of a National Guardsman is one of the distant past. The inherent operational duality of our Citizen Soldiers and Airmen is understood by the members of our force now more than ever, as more than three quarters of our current force entered service in a post-9/11 environment. In addition to Afghanistan and Iraq, our ongoing missions include Africa, the Balkans, America's southwest border, and the State Partnership Program which involves more than 60 countries. Interested Army and Air National Guardsmen and women will continue to have multiple opportunities to volunteer for such missions. The Army and Air National Guard expend significant effort from top to bottom toward providing the tools for Soldiers and Airmen to balance civilian careers with their obligations to national security.

These efforts are coordinated through the Army Force Generation Model (ARFORGEN). This model provides the predictability required for units to organize and plan. The predictability of this model also enables Soldiers who are looking for a more robust mobilization schedule to anticipate future volunteer opportunities. Such volunteers reduce the margin of cross-leveling in our formations, resulting in increased predictability. In turn, this increases the time individual Soldiers have between deployments and reduces stress on the operational Force. The Army National Guard's current posture as an Operational Force, along with the ARFORGEN model, will allow Soldiers to serve both as traditional Guardsmen, and as full-time Soldiers throughout their respective military careers. The Air National Guard utilizes predictability, volunteerism, and "rainbowing" to aid Airmen in balancing civilian careers with their obligations to our national security. The Air Force's Aerospace Expeditionary Force (AEF), implemented in 1999, helps provide predictability while meeting commitments to theater commanders. Volunteerism provides individual flexibility within the AEF system. By permitting Airmen to volunteer for mobilization under Title 10 US Code, Sec. 12301(d), an individual Airmen can tailor their AEF deployment commitment to match their civilian career commitments. "Rainbowing" is a deployment management tool that allows individuals to serve units other than their assigned unit, and deploy in AEF cycles other than their own. AEF, volunteerism, and rainbowing combined allow individual Guard Airman to optimize their Air Force and civilian commitments by planning and preparing for federal service within the matrix of their civilian careers.

Mr. WILSON. The use of an operational Reserve post current contingency operations in Iraq and Afghanistan will certainly require an increased commitment by service members and their families. Some members may prefer to continue to serve as a traditional Selected Reserve member, one weekend a month and 2 weeks in the summer, and others may want to commit to a more robust mobilization schedule. How do you plan to accommodate for the different levels of commitment?

General WYATT. The "one weekend per month and two weeks in the summer" model as the sole experience of a National Guardsman is one of the distant past. The inherent operational duality of our Citizen Soldiers and Airmen is understood by the members of our force now more than ever, as more than three quarters of our current force entered service in a post-9/11 environment. In addition to Afghanistan and Iraq, our ongoing missions include Africa, the Balkans, America's southwest border, and the State Partnership Program which involves more than 60 countries. Interested Army and Air National Guardsmen and women will continue to have multiple opportunities to volunteer for such missions. The Army and Air National Guard expend significant effort from top to bottom toward providing the tools for Soldiers and Airmen to balance civilian careers with their obligations to national security.

These efforts are coordinated through the Army Force Generation Model (ARFORGEN). This model provides the predictability required for units to organize and plan. The predictability of this model also enables Soldiers who are looking for a more robust mobilization schedule to anticipate future volunteer opportunities. Such volunteers reduce the margin of cross-leveling in our formations, resulting in increased predictability. In turn, this increases the time individual Soldiers have between deployments and reduces stress on the operational Force. The Army National Guard's current posture as an Operational Force, along with the ARFORGEN model, will allow Soldiers to serve both as traditional Guardsmen, and as full-time Soldiers throughout their respective military careers. The Air National Guard utilizes predictability, volunteerism, and "rainbowing" to aid Airmen in balancing civilian careers with their obligations to our national security. The Air Force's Aerospace Expeditionary Force (AEF), implemented in 1999, helps provide predictability while meeting commitments to theater commanders. Volunteerism provides individual flexibility within the AEF system. By permitting Airmen to volunteer for mobilization under Title 10 US Code, Sec. 12301(d), an individual Airmen can tailor their AEF deployment commitment to match their civilian career commitments. "Rainbowing" is a deployment management tool that allows individuals to serve units other than their assigned unit, and deploy in AEF cycles other than their own. AEF, volunteerism, and rainbowing combined allow individual Guard Airman to optimize their Air Force and civilian commitments by planning and preparing for federal service within the matrix of their civilian careers.

Mr. WILSON. The use of an operational Reserve post current contingency operations in Iraq and Afghanistan will certainly require an increased commitment by service members and their families. Some members may prefer to continue to serve as a traditional Selected Reserve member, one weekend a month and 2 weeks in the summer, and others may want to commit to a more robust mobilization schedule. How do you plan to accommodate for the different levels of commitment?

General CARPENTER. The "one weekend per month and two weeks in the summer" model as the sole experience of a National Guardsman is one of the distant past. The inherent operational duality of our Citizen Soldiers and Airmen is understood by the members of our force now more than ever, as more than three quarters of our current force entered service in a post-9/11 environment. In addition to Afghanistan and Iraq, our ongoing missions include Africa, the Balkans, America's southwest border, and the State Partnership Program which involves more than 60 countries. Interested Army and Air National Guardsmen and women will continue to have multiple opportunities to volunteer for such missions. The Army and Air National Guard expend significant effort from top to bottom toward providing the tools for Soldiers and Airmen to balance civilian careers with their obligations to national security.

These efforts are coordinated through the Army Force Generation Model (ARFORGEN). This model provides the predictability required for units to organize and plan. The predictability of this model also enables Soldiers who are looking for a more robust mobilization schedule to anticipate future volunteer opportunities. Such volunteers reduce the margin of cross-leveling in our formations, resulting in increased predictability. In turn, this increases the time individual Soldiers have between deployments and reduces stress on the operational Force. The Army National Guard's current posture as an Operational Force, along with the ARFORGEN model, will allow Soldiers to serve both as traditional Guardsmen, and as full-time Soldiers throughout their respective military careers. The Air National Guard utilizes predictability, volunteerism, and "rainbowing" to aid Airmen in balancing civilian careers with their obligations to our national security. The Air Force's Aerospace Expeditionary Force (AEF), implemented in 1999, helps provide predictability while meeting commitments to theater commanders. Volunteerism provides individual flexibility within the AEF system. By permitting Airmen to volunteer for mobilization under Title 10 US Code, Sec. 12301(d), an individual Airmen can tailor their AEF deployment commitment to match their civilian career commitments. "Rainbowing" is a deployment management tool that allows individuals to serve units other than their assigned unit, and deploy in AEF cycles other than their own. AEF, volunteerism, and rainbowing combined allow individual Guard Airman to optimize their Air Force and civilian commitments by planning and preparing for federal service within the matrix of their civilian careers.

Mr. WILSON. The use of an operational Reserve post current contingency operations in Iraq and Afghanistan will certainly require an increased commitment by service members and their families. Some members may prefer to continue to serve as a traditional Selected Reserve member, one weekend a month and 2 weeks in the summer, and others may want to commit to a more robust mobilization schedule. How do you plan to accommodate for the different levels of commitment?

General STENNER. The Air Force Reserve accommodates for the different levels of commitment with flexible opportunities to serve. Individuals can serve either as a Traditional Reservist, where they live and serve in a part-time or full-time jobs as Air Reserve Technicians (ARTs), Active Guard Reserve (AGR), or as an Individual Mobilization Augmentee (IMAs) Reservists who work according to tailored schedules at designated locations. Since our inception in 1948, the Air Force Reserve has served as a key part of the nation's defense and offers similar benefits afforded to those on active duty, with one major addition: the benefit of time. It has been an ideal option for those who have never been in the military and want to participate without being on full-time active duty.

Additionally, many opportunities to serve within the Air Force Reserve are sourced solely through volunteers. This allows for mission accomplishment with limited impact on the employer support base.

Mr. WILSON. The use of an operational Reserve post current contingency operations in Iraq and Afghanistan will certainly require an increased commitment by service members and their families. Some members may prefer to continue to serve as a traditional Selected Reserve member, one weekend a month and 2 weeks in the summer, and others may want to commit to a more robust mobilization schedule. How do you plan to accommodate for the different levels of commitment?

General STULTZ. Today's Army Reserve Soldiers joined or re-enlisted after 9/11 to be a part of the operational force. They have an expectation for mobilizations and deployments. It is imperative to retain these experienced Soldiers by providing them with the operational employment they desire. In contrast, the Soldiers of the legacy, strategic reserve left service in significant numbers from 2004 to 2006. We cannot allow this loss of experience and institutional knowledge to happen again. Simply put, the Army Reserve Soldier expects to be used as an integrated member of the operational force, our Soldiers only ask that, in return, when asked to mobilize or deploy that it is done on a predictable, recurring cycle. Reverting to a Strategic Reserve would entail a similar significant loss of our most operationally experienced Army Reserve Soldiers. With the adoption of the ARFORGEN model, the Army Reserve will provide a more predictable cycle of missions to our Soldiers in a manner that satisfies their desire for national service and operational employment. Every five years, an Army Reserve Soldier can expect to operationally deploy or mobilize for periods of active duty in order to support Army missions at home or abroad. Our efforts to also develop and provide a Continuum of Service will allow our Soldiers to move more seamlessly through periods of Selected Reserve service, active duty service, and time spent in the Individual Ready Reserve (IRR) as a civilian. This will enable the Army Reserve Soldier, over time, to balance the needs of their careers and families with the desire to serve their country as part of the operational force.

Mr. WILSON. The use of an operational Reserve post current contingency operations in Iraq and Afghanistan will certainly require an increased commitment by service members and their families. Some members may prefer to continue to serve as a traditional Selected Reserve member, one weekend a month and 2 weeks in the summer, and others may want to commit to a more robust mobilization schedule. How do you plan to accommodate for the different levels of commitment?

Admiral DEBBINK. The purpose of drill weekends and annual training periods is to prepare members of the Reserve Component for the eventuality of activation in support of National military objectives. This is the commitment into which members enter when they are appointed or enlisted into the Navy Reserve. The service will continue to provide opportunities for Sailors to contribute to the Nation's security and strategic objectives, in peacetime and during war, while working to strike a proper balance between the needs and availability of the member with the operational imperative to shape the Force to support fleet requirements in a "Ready Now, Anytime, Anywhere" posture.

Mr. WILSON. The use of an operational Reserve post current contingency operations in Iraq and Afghanistan will certainly require an increased commitment by service members and their families. Some members may prefer to continue to serve as a traditional Selected Reserve member, one weekend a month and 2 weeks in the summer, and others may want to commit to a more robust mobilization schedule. How do you plan to accommodate for the different levels of commitment?

General MOORE. Our members have become accustomed to and now expect to be activated on a periodic basis to fulfill operational requirements in accordance with established mob-to-dwell ratios. It is our intent to design our policy and procedures to appropriately review these considerations so that the needs of the individual member are fully considered, and well balanced with the Services' mission requirements. The language, as proposed in the Senate-version of the FY12 NDAA, addresses the individual preferences of the member. As a Service, we must consider

the service members' hazardous duty tours, frequency of tours, dwell time, family considerations, and employment considerations when determining which members will be ordered to active duty.

QUESTIONS SUBMITTED BY MS. BORDALLO

Ms. BORDALLO. Do each of the services have an accurate costing methodology to ensure an accurate budget programming in the future? Recognizing the potential for increased costs with a higher readiness and training requirements necessary for an operational Reserve, how have the Services proposed to budget and plan for these requirements? Do you have an estimate of what it would cost in each service's rotation cycle for the size unit you expect to mobilize routinely?

General CARPENTER. [The information referred to was not available at the time of printing.]

Ms. BORDALLO. Do each of the services have an accurate costing methodology to ensure an accurate budget programming in the future? Recognizing the potential for increased costs with a higher readiness and training requirements necessary for an operational Reserve, how have the Services proposed to budget and plan for these requirements? Do you have an estimate of what it would cost in each service's rotation cycle for the size unit you expect to mobilize routinely?

General WYATT. [The information referred to was not available at the time of printing.]

Ms. BORDALLO. Do each of the services have an accurate costing methodology to ensure an accurate budget programming in the future? Recognizing the potential for increased costs with a higher readiness and training requirements necessary for an operational Reserve, how have the Services proposed to budget and plan for these requirements? Do you have an estimate of what it would cost in each service's rotation cycle for the size unit you expect to mobilize routinely?

General STENNER. The Air Force has accumulated almost twenty years of documented experience and costing data with its Reserve Component support of contingencies in both voluntary and mobilized status. Since the advent of the Aerospace Expeditionary Force construct, that contingency support cost data has been further refined and codified in planning, programming, and budgeting efforts. Those cost estimates have been incorporated in the active Air Force budget submissions for both Military Personnel and Organization & Maintenance Overseas Contingency Operations for the past several years. Future active Air Force budgeting will continue to request funding for required RC personnel support, and the Reserve and Guard will continue to request adequate funding to assure the continued mission readiness of assigned personnel.

Ms. BORDALLO. Do each of the services have an accurate costing methodology to ensure an accurate budget programming in the future? Recognizing the potential for increased costs with a higher readiness and training requirements necessary for an operational Reserve, how have the Services proposed to budget and plan for these requirements? Do you have an estimate of what it would cost in each service's rotation cycle for the size unit you expect to mobilize routinely?

General STULTZ. The Army Reserve (AR) developed a business case to provide a portion of its force, during the Army Force Generation (ARFORGEN) cycle "Available Year," as the Title 10 Reserve Component (RC) portion of the Army's operational force. The Army Reserve Component's readiness and training requirements will be tied to their deployment schedule. The Army will need to prioritize funding for activating Guard and Reserve units among the existing Total Force programs and capabilities within the baseline budget.

Ms. BORDALLO. Do each of the services have an accurate costing methodology to ensure an accurate budget programming in the future? Recognizing the potential for increased costs with a higher readiness and training requirements necessary for an operational Reserve, how have the Services proposed to budget and plan for these requirements? Do you have an estimate of what it would cost in each service's rotation cycle for the size unit you expect to mobilize routinely?

Admiral DEBBINK. The Navy has an accurate costing methodology to ensure accurate budget programming. The cost for Reserve units entering a heightened operational phase to complete training, medical, and personnel readiness requirements will not require any modifications to current budget and planning processes. We do not currently have an estimate of what it would cost to implement the proposed authority to activate reserve component members for other than operational missions and national emergency purposes. Only upon enactment, and subsequent promulgation of Defense Department guidance on how the provision will be implemented, will

Navy be able to determine the likely construct and employment of the Force that will lead to proper planning and budgeting associated with implementation.

Ms. BORDALLO. Do each of the services have an accurate costing methodology to ensure an accurate budget programming in the future? Recognizing the potential for increased costs with a higher readiness and training requirements necessary for an operational Reserve, how have the Services proposed to budget and plan for these requirements? Do you have an estimate of what it would cost in each service's rotation cycle for the size unit you expect to mobilize routinely?

General MOORE. Yes, the Marine Corps has an accurate costing methodology based on previously executed operations. Post-OCO, the Marine Corps anticipates the continued employment of the Reserve to fulfill Total Force operational requirements. The exact size and scope has yet to be determined and is likely to fluctuate based on the National Security Strategy and operational tempo. The most significant cost of employing our Reserves as an operational force comes in the form of manpower funding necessary for pay, allowances, and entitlements for Reservists when on active duty. The Marine Corps will need to prioritize funding for activating reserve units among the existing Total Force programs and capabilities within our baseline budget. We have developed a process to capture these costs and include these in our baseline budget requests in the future.

QUESTIONS SUBMITTED BY MR. WEST

Mr. WEST. The Department of Defense has proposed some modifications to the Reserve mobilization authority in Title 10, United States Code 12304 to allow for a more flexible access to the Reserves to participate in non-contingency operations. I am a little concerned that the recommend language of "any mission" is too broad of an authority and may have unintended consequences for the Reserve Component. I understand each service will use this authority for different types of missions, and this committee is supportive of maintaining a relevant operational Reserve, but can you address in detail why this modification is needed, and what types of missions do you envision your component executing with this authority?

General MCKINLEY. The National Guard has demonstrated we are an operational force. As a veteran Reserve Component force, the National Guard's Citizen-Soldiers possess both military and civilian skill sets—kinetic and smart powers that allow us to respond quickly and efficiently wide variety of theatre security cooperation needs, and to do so in a cost-effective, proportionate, basis.

Currently, Section 12304 of Title 10 United States Code provides a limited Presidential Reserve Call-up to augment active forces. This includes operational missions and select emergency response operations, such as actual or potential Weapons of Mass Destruction threat and terrorist attack scenarios. The Department of Defense's reliance on the National Guard as an Operational Force requires changes to that law.

This modification will allow the National Guard to remain an operational force, and provide combatant commanders with the unique skills and capabilities of the National Guard. The modification could enable more flexible employment of National Guard forces and assets, to support and execute a variety of new and emerging missions. These may include, but are not limited to, the following areas:

- Full Spectrum Development Units—Assist developing nations on matters of civic governance, agriculture, emergency management, crisis response, and internal defense.
- Foreign Consequence Management—Assist host nations with responding to, managing, and mitigating the effects of events/contamination from a Chemical, Biological, Radiological, or Nuclear source.
- Exercise, Exchanges, and Theater Engagement—Advise developing nations on improving internal defense capabilities. Provide assistance in establishing infrastructure and economic bases for regional stability. Provide mentorship and training, and continue to support OCONUS engagement activities.

Mr. WEST. The Department of Defense has proposed some modifications to the Reserve mobilization authority in Title 10, United States Code 12304 to allow for a more flexible access to the Reserves to participate in non-contingency operations. I am a little concerned that the recommend language of "any mission" is too broad of an authority and may have unintended consequences for the Reserve Component. I understand each service will use this authority for different types of missions, and this committee is supportive of maintaining a relevant operational Reserve, but can you address in detail why this modification is needed, and what types of missions do you envision your component executing with this authority?

General WYATT. The National Guard has demonstrated we are an operational force. As a veteran Reserve Component force, the National Guard's Citizen-Soldiers possess both military and civilian skill sets—kinetic and smart powers that allow us to respond quickly and efficiently wide variety of theatre security cooperation needs, and to do so in a cost-effective, proportionate, basis.

Currently, Section 12304 of Title 10 United States Code provides a limited Presidential Reserve Call-up to augment active forces. This includes operational missions and select emergency response operations, such as actual or potential Weapons of Mass Destruction threat and terrorist attack scenarios. The Department of Defense's reliance on the National Guard as an Operational Force requires changes to that law.

This modification will allow the National Guard to remain an operational force, and provide combatant commanders with the unique skills and capabilities of the National Guard. The modification could enable more flexible employment of National Guard forces and assets, to support and execute a variety of new and emerging missions. These may include, but are not limited to, the following areas:

- Full Spectrum Development Units—Assist developing nations on matters of civic governance, agriculture, emergency management, crisis response, and internal defense.
- Foreign Consequence Management—Assist host nations with responding to, managing, and mitigating the effects of events/contamination from a Chemical, Biological, Radiological, or Nuclear source.
- Exercise, Exchanges, and Theater Engagement—Advise developing nations on improving internal defense capabilities. Provide assistance in establishing infrastructure and economic bases for regional stability. Provide mentorship and training, and continue to support OCONUS engagement activities.

Mr. WEST. The Department of Defense has proposed some modifications to the Reserve mobilization authority in Title 10, United States Code 12304 to allow for a more flexible access to the Reserves to participate in non-contingency operations. I am a little concerned that the recommend language of “any mission” is too broad of an authority and may have unintended consequences for the Reserve Component. I understand each service will use this authority for different types of missions, and this committee is supportive of maintaining a relevant operational Reserve, but can you address in detail why this modification is needed, and what types of missions do you envision your component executing with this authority?

General CARPENTER. The National Guard has demonstrated we are an operational force. As a veteran Reserve Component force, the National Guard's Citizen-Soldiers possess both military and civilian skill sets—kinetic and smart powers that allow us to respond quickly and efficiently wide variety of theatre security cooperation needs, and to do so in a cost-effective, proportionate, basis.

Currently, Section 12304 of Title 10 United States Code provides a limited Presidential Reserve Call-up to augment active forces. This includes operational missions and select emergency response operations, such as actual or potential Weapons of Mass Destruction threat and terrorist attack scenarios. The Department of Defense's reliance on the National Guard as an Operational Force requires changes to that law.

This modification will allow the National Guard to remain an operational force, and provide combatant commanders with the unique skills and capabilities of the National Guard. The modification could enable more flexible employment of National Guard forces and assets, to support and execute a variety of new and emerging missions. These may include, but are not limited to, the following areas:

- Full Spectrum Development Units—Assist developing nations on matters of civic governance, agriculture, emergency management, crisis response, and internal defense.
- Foreign Consequence Management—Assist host nations with responding to, managing, and mitigating the effects of events/contamination from a Chemical, Biological, Radiological, or Nuclear source.
- Exercise, Exchanges, and Theater Engagement—Advise developing nations on improving internal defense capabilities. Provide assistance in establishing infrastructure and economic bases for regional stability. Provide mentorship and training, and continue to support OCONUS engagement activities.

Mr. WEST. The Department of Defense has proposed some modifications to the Reserve mobilization authority in Title 10, United States Code 12304 to allow for a more flexible access to the Reserves to participate in non-contingency operations. I am a little concerned that the recommend language of “any mission” is too broad of an authority and may have unintended consequences for the Reserve Component. I understand each service will use this authority for different types of missions, and

this committee is supportive of maintaining a relevant operational Reserve, but can you address in detail why this modification is needed, and what types of missions do you envision your component executing with this authority?

General STENNER. The Air Force Reserve supports the Department's efforts to modify 12304; however it does not intend to use the expanded authority at this time, should it become law. The Air Force Reserve uses a combination of volunteerism and mobilization to support its on-going missions.

Mr. WEST. The Department of Defense has proposed some modifications to the Reserve mobilization authority in Title 10, United States Code 12304 to allow for a more flexible access to the Reserves to participate in non-contingency operations. I am a little concerned that the recommend language of "any mission" is too broad of an authority and may have unintended consequences for the Reserve Component. I understand each service will use this authority for different types of missions, and this committee is supportive of maintaining a relevant operational Reserve, but can you address in detail why this modification is needed, and what types of missions do you envision your component executing with this authority?

General STULTZ. The Army Reserve anticipates using this authority to continue to conduct a variety of missions in support of theater security cooperation and building partner nation capacity, particularly once forces in Afghanistan and Iraq are removed or reduced.

The Army is in the process of establishing a menu of Reserve Component use options for forces not deployed during the ARFORGEN available year. The menu of options includes Theater Security Cooperation missions, Joint Chiefs of Staff Exercises, and CONUS missions. Army Reserve missions have the added benefit of maintaining Army force readiness while reducing the burden on a fiscally constrained Army. Currently, the Army Reserve is participating in "Pacific Partnership" and "Beyond Horizons" missions; Medical Readiness Exercises in Korea, Africa, Kosovo, Honduras, Europe, and Guatemala; Military to Military missions; and "building partner capacity" events. We believe modifications to the US Code 12304 authority will increase Army Reserve ability to meet these needs and participate in future requirements—all tailored to the strengths and capabilities an operational Army Reserve. Without modifications to US Code 12304, Army Reserve activities will end as OCO funding diminishes.

While the language "any mission" may appear to be too broad, however is quite necessary for continued access to the Reserve Components and an enduring operational Reserve.

Mr. WEST. The Department of Defense has proposed some modifications to the Reserve mobilization authority in Title 10, United States Code 12304 to allow for a more flexible access to the Reserves to participate in non-contingency operations. I am a little concerned that the recommend language of "any mission" is too broad of an authority and may have unintended consequences for the Reserve Component. I understand each service will use this authority for different types of missions, and this committee is supportive of maintaining a relevant operational Reserve, but can you address in detail why this modification is needed, and what types of missions do you envision your component executing with this authority?

Admiral DEBBINK. This modification is needed to ensure timely access to Reserve force personnel during future periods of relative geopolitical stability. In an era of emerging global contingencies which may not warrant a Congressional or Presidential declaration of war or national emergency, the Department of Defense lacks the flexibility to access Reserve Component members to participate in total force solutions to meet rapidly evolving requirements. The authority sought by the Department of Defense provides the following benefits:

- Enhances flexibility and efficient use of the Total Force allowing the services to best design its AC/RC mix to meet strategic and operational requirements;
- Enhances Total Force capacity by allowing RC units and members to be included in long-range planning processes;
- Provides the opportunity to enhance dwell/ITEMPO to desired levels through increased capacity provided by RC units and members;
- Enhances the overall readiness of RC units with high-demand skill sets, ensuring a more robust total force response capacity for future contingency operations;
- Provides predictability of future routine military obligations for individual Reserve members, their families and their employers; and
- Provides a mechanism to access RC members for routine requirements assured of the various protections currently granted for other involuntary duty assignments.

The Navy Reserve would use this authority to augment force rotations for overseas requirements with preplanned Reserve units.

Mr. WEST. The Department of Defense has proposed some modifications to the Reserve mobilization authority in Title 10, United States Code 12304 to allow for a more flexible access to the Reserves to participate in non-contingency operations. I am a little concerned that the recommend language of "any mission" is too broad of an authority and may have unintended consequences for the Reserve Component. I understand each service will use this authority for different types of missions, and this committee is supportive of maintaining a relevant operational Reserve, but can you address in detail why this modification is needed, and what types of missions do you envision your component executing with this authority?

General MOORE. Our challenge is ensuring we are able to access our Reserve units for peacetime missions unrelated to contingency operations. Our Reserves are well-suited to perform missions, such as theater security cooperation, which will continue after the wars in Iraq and Afghanistan are over. However, to be cost-effective, we need to avoid cobbling together groups of individual volunteers. For this reason, we consider the legislative proposal to revise 10 USC 12304 to be critical to the success of an operational reserve. This new authority will allow the Marine Corps to provide cohesive units to satisfy Total Force non-contingency operational requirements while maintaining unit integrity and minimizing cross-leveling of individuals, and ensure our continued ability to employ our Reserves to fulfill combatant commanders' operational requirements short of war or national emergency.

